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DEVELOPMENT / OPERATIONS PLAN • COUNTY OF ORANGE

ALISO GREENBELT
DEVELOPMENT/OPERATIONS PLAN

Prepared for the County of Orange

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ALISO GREENBELT DEVELOPMENT CONCEPT PLAN

TABLE OF CONTENTS

	<u>Page</u>
I. EXECUTIVE SUMMARY.....	I-1
II. INTRODUCTION.....	II-1
III. PLAN DESCRIPTION.....	III-1
A. Overall Theme	III-1
B. Activity Areas	III-3
C. Special Features	III-5
IV. LONG-TERM MANAGEMENT/OPERATIONS PLAN.....	IV-1
A. Preservation, Protection, Restoration and Enhancement	IV-1
B. Revenue Producing Uses	IV-11
C. Non-revenue Producing Uses	IV-17
D. Access Management	IV-20
E. Phasing	IV-22
F. Land Acquisition Program	IV-24
G. Inter Jurisdictional Coordination	IV-26
H. Financing	IV-27
I. Staffing	IV-29
J. Integration with other Planning	IV-29
K. Plan Monitoring and Definement	IV-30
V. SHORT-TERM IMPLEMENTATION PROGRAM.....	V-1
A. Ownership	V-1
B. Additional Land Acquisitions	V-6
C. Dedication Timing	V-7
D. Public/Private Implementation	V-9
VI. APPENDICES	
A. Agricultural Feasibility Analysis	
B. Financial Feasibility Analysis	
C. Gateway Concepts	
D. Shoreline Transit Analysis	
E. Property Summary	
F. Growth/Revenue Use Relationships	

I. EXECUTIVE SUMMARY

The Situation

The County of Orange has an offer of dedication from the Aliso Viejo Company for 3400 acres of land referred to as "Aliso Greenbelt". The offer expires in 1994. Other adjacent property has already been or may be added by dedication in fee or easement.

Most of the dedication is within the Coastal Zone, for which local Coastal Plans are now adopted. These plans call for habitat preservation, recreation uses, trail systems and revenue producing uses, based on a 1979 "Sanger Report" prepared for The Coastal Conservancy.

The idea of allowing revenue producing uses has been approved by the Board of Supervisors but its feasibility needed verification, as did the viability of proposed revenue producing uses.

A County task force evaluated the original concept and posed a number of questions to be answered prior to the County's decision on whether or when to accept the dedication.

The Study

This study was undertaken primarily to determine 1) which, if any, revenue producing uses are feasible (including agriculture); 2) whether, to what degree, and when the County should accept dedication and 3) what the implications of acceptance would be. Numerous related issues, including ideas on possible plan refinements, were also addressed.

The Findings

1. Five revenue producing uses are considered economically infeasible: Agriculture; Resort Hotel/Conference Center; Time-share Villas and two Restaurant Sites. An Equestrian Center, Golf Course expansion; Commercial Hotel and small scale Vineyard/Winery along with some uses not previously considered are feasible revenue generators.
2. The market is not yet ready for any of the proposed revenue generating uses and will develop much more slowly than assumed in the Sanger Report. Revenue will be relayed accordingly. Some uses may never occur.

3. It is possible, though not guaranteed, that revenues will totally offset or even exceed operations and maintenance costs over the long run. With respect to revenue producing uses it is recommended that certain options remain open as to both location and use.
4. The offer should be accepted and the Greenbelt should be added to the County's Regional Park System even if no revenue producing uses occur.
5. The offer should be accepted in three phases, with the first consisting of the bulk of the Greenbelt, to be accomplished as soon as possible. The land should become part of the County's Regional Park System under management of the Harbors, Beaches and Parks District.
6. Additional adjacent private land consisting mainly of slopes facing the Greenbelt should be acquired by dedication as a condition of development and incorporated in the regional park for management purposes.
7. Even with significant revenue producing and high activity recreation areas, the Greenbelt can provide more extensive habitat preservation and environmental enhancement than reflected in currently adopted plans.
8. It is not feasible to initiate transit in connection with Aliso Greenbelt in its early stages of development. The option to pursue transit remains open at such time as it may become economically and physically feasible.
9. There is value in continuing the coordinative role of the Aliso Greenbelt Task Force to facilitate plan refinement and implementation.
10. Though not essential, there is value to a the proposed educational theme as a basis for effective plan implementation.
11. No additional acreage is essential to purchase, although certain easements are crucial and may involve some costs.
12. The changes to existing plans suggested in this report do not need to be made now and may be selectively processed, modified or rejected as the County deems appropriate.

The Concept

Currently adopted plans for this area are quite explicit about where each revenue producing use should be located. This plan is an opportunity plan. That is particularly true of the revenue producing uses and also applies to some recreation aspects, such as trail locations. This means that a certain amount of flexibility in implementing the Plan is essential and is described in connection with applicable features of the Plan.

It is impossible to predict with certainty which use opportunities will appear and when they might occur. It is crucial to know the choices, perceive how to deal with opportunities when they arise and understand what their implications are for the Greenbelt, surrounding communities and the overall Regional Park program. This may even mean that some uses not presently identified or considered economically feasible may emerge as worthwhile candidates.

The Theme

An overall theme is proposed to stimulate Greenbelt Development and fit it functionally into the surrounding communities in an active way. The recommended theme is education. There are many opportunities to initiate or expand upon existing educational facilities or programs, using the Aliso Greenbelt as an educational resource.

II. INTRODUCTION

The Orange County Board of Supervisors adopted Land Use Element Amendment 79-1 and related General Plan Amendments on April 11, 1979, thereby establishing the policies under which the Aliso Viejo Planned Community would develop. A major condition of that approval was the requirement to offer to the County approximately 3400 acres of land as public open space. That offer has been made and recorded. Certain sites for public uses other than open space are excepted from the dedication area. This document is one of several which have been prepared in order to refine appropriate plans and policies and to determine when and how to accept the offer of dedication on the public's behalf before the offer expires in 1994.

The area under question, along with numerous adjacent land parcels, has come to be known as the "Aliso Greenbelt".

The Aliso Greenbelt planning process has culminated in this Aliso Greenbelt Development/Operations Plan (AGDP). The AGDP is guided by its predecessor, the Aliso Greenbelt Restoration and Enhancement Plan (AGREP) which is reflected in the County's Aliso Creek Local Coastal Plan. The AGREP's main purpose was to preserve the natural resources of the Aliso Greenbelt and, secondarily, utilize revenue generating uses of public benefit to fund the restoration and enhancement of the Aliso Greenbelt.

The primary purpose of this document is to enable the Board of Supervisors to determine whether, when and how to accept the offer of dedication from the Aliso Viejo Company. In accomplishing that purpose the AGDP resolves questions regarding the original AGREP concept, includes a refined and updated concept plan and provides an operations and maintenance plan for implementation of the Aliso Greenbelt in phases related to areawide growth and development.

The planning boundary has been of an elusive nature throughout the planning effort. At the County's direction, the basic study boundary was identified as the +3400 acres offered for dedication by the Aliso Viejo Company. This dedication area primarily includes the Aliso Creek Corridor from the coast to Moulton Parkway, Wood Canyon, Moulton Meadows, and the Pecten Reef as identified on the map, Land Use Element 79-1, Exhibit A, Aliso Viejo. This dedication area extends inland beyond the boundaries of the AGREP, which encompasses only that portion of the Greenbelt within the California Coastal Zone. Other adjacent and related parcels are also included in this analysis.

A fundamental consideration throughout the entire sequence of public policy decisions on this land is its value as a habitat/conservation/recreation resource. This is consistent with County policy for the last decade. Other dimensions of the plan have been constantly assessed in terms of satisfying this basic concern. In fact, the extent of habitat preservation and enhancement is greater in the AGDP than in previous versions of the plan. This is feasible because of the very unique configuration and topography of the greenbelt. It has four distinctly different entrances, all of which are separated by topography and distance from the body of the greenbelt in Aliso and Wood canyons. Thus, relatively high activity as well as extensive conservation and passive use may all prosper concurrently.

Two important components of the Aliso Greenbelt Development Concept Plan have been feasibility studies of both agricultural and revenue-generating uses.

An "Agricultural Feasibility Analysis for the Aliso Greenbelt" was prepared by CIC Research in April 1983 to determine the feasibility of agricultural uses from both a resource and economic feasibility standpoint. The analysis focused on row crops, other crops, vineyards and a winery. A summary of that report is Appendix A of this document. The complete report has been separately submitted.

The findings of the "Agricultural Feasibility Analysis" revealed that some agricultural uses are potentially viable from both a resource and economic standpoint. However, a major drawback is the lack of suitable land for cultivation. Available acreage has been substantially reduced from previous estimates because of exclusions from the offer of dedication by the Aliso Viejo Company and now totals 75 acres for vineyards and 81 acres for row crops.

These 156 acres contrast with 370 acres proposed in the 1979 Sanger Report, predecessor to the AGREP.

The development of row crops in the Aliso Greenbelt is not recommended in the Aliso Greenbelt Development Plan though row and other crops are theoretically viable from both a resource and economic perspective. Row crops are deleted because the majority of appropriate acreage is located in the area of the Aliso Greenbelt which is excluded from the offer of dedication. The remaining acreage is so scattered and erratically configured that crop management would be impractical.

A vineyard in the Aliso Greenbelt could not function without a retail winery. The most favorable situation would be to have an existing winery develop an Aliso winery/vineyard project. The County would participate through a percentage on sales of the Aliso winery product and on sales of the vintager's other labels distributed from the site. In the truest sense, a viable winery in the Aliso Greenbelt is a retail outlet which is not dependent upon an Aliso Greenbelt location. Its existence, however, will be determined by the interest of a producer (hopefully with an established reputation and product line) in developing a winery/vineyard at this location. The land base revenue from the winery would range from \$20,000 to \$25,000 per year. This use is strongly recommended if the right operator can be found. It would be a valuable adjunct to both the Community and the Greenbelt.

A market feasibility study of AGREP recommended revenue-generating uses was prepared by Williams- Kuebelbeck and Associates. The market feasibility evaluation of the revenue-generating uses (i.e., a conference center/resort hotel; time-share or rental villas; and two restaurants) revealed that the uses as proposed were not deemed feasible from a market standpoint. Therefore, recommendations were offered to either delete these uses from the plan or to make them competitive in a local and/or regional context.

The basic findings are as follows:

1. Hotel/Conference Center

As described in the AGREP, a hotel/conference center use would not enjoy market success for the following reasons:

- o The proposal is a hybrid of two distinct types of lodging facilities. A priority must be given to one type which will define the predominant design and marketing objectives of the facility.
- o As a resort hotel, the site is at a competitive disadvantage with seven proposed oceanfront- oriented resort hotels.
- o As a conference facility, it does not offer the woodsy, solitary atmosphere of a retreat nor the extensive proximate recreational facilities and

high tech meeting aids of the newer executive conference facilities.

- o A conference facility also faces direct competition from the Coto de Caza Conference Center and the proposed oceanfront Salt Creek Conference Center.

To improve the market feasibility of a hotel, its relocation is urged.

There will be a strong market for business oriented hotels providing some recreational amenities and meeting rooms in the Aliso Viejo community. A good location would be in the upper greenbelt area with good access to the San Joaquin Hills Transportation Corridor. It would enjoy the nearby surroundings of open space but yet be directly accessible to the urban commercial/industrial core and the freeway. The specific site proposed is a portion of the Pecten Reef.

2. Time-Share/Rental Villas

Neither of these uses is recommended for development in the greenbelt and no alternatives are suggested for the following reasons:

- o A rental vacation complex is a non-entity and as such, there is no market for this use. Rentals are either permanent residences, hotels or second-home, owned condominiums made available in a rental pool.
- o Time-share projects need a major natural attraction or significant recreational amenities to provide the buyer with that degree of luxury he/she can only afford for one or two weeks. Greenbelt time-shares cannot compete in the local market by providing only hiking experiences and views.
- o Based on absorption trends in Orange County, it would take 27 years to sell all existing and proposed available time-share intervals.
- o Time-share projects incur marketing costs averaging 40 to 50 percent of sales revenues and produce returns over a five to seven year period. This reduces the developers return and in turn reduces County proceeds from time-share.

3. Restaurants

There is a perceived market for restaurants in the Aliso Greenbelt vicinity that will gradually emerge as Aliso Viejo and surrounding communities develop. This market consists of: 1) local residents and business persons; 2) traffic generated by the San Joaquin Hills Transportation Corridor, and 3) visitors to the Greenbelt. The following restaurant recommendations are provided:

- o The South Loop Road site restaurant should have direct vehicular access and be developed as a mid-range, theme restaurant marketing to the Aliso Viejo community.
- o The El Toro Road site is not a good location for a restaurant and should be deleted.
- o A dinner restaurant should be provided in the business oriented hotel at the Pecten Reef.

The uniqueness of the Aliso Greenbelt offers a significant opportunity for the County to provide an open space area with County-wide appeal. This regional significance needs to come from more than a beautiful open space area with significant natural resources and habitat areas. While the above is a major objective of open space preservation, more is needed to prevent the Aliso Greenbelt from becoming a one-time only destination. The attraction potential is a mix of ingredients including, but not limited to coastal/inland connection, spectacular escarpments, variety of natural environment experience, convenience to multiple access points and to urban facilities, trail access and educational enhancement.

The thrust of the Aliso Greenbelt Development Concept Plan is preservation, protection, restoration, and enhancement of the most significant natural resources and flexibility in other uses as recreation needs fluctuate in response to developing communities and regional demand. Therefore, the Plan creates a range of activity areas which outline specific types of recreational use. In addition, the Plan incorporates necessary features which are important to the functional operation of the Greenbelt.

Finally, it offers the opportunity to generate revenue to offset costs. The degree to which this may occur is impossible to predict. Because of their nature, this is not a significant expectation in regional parks. Their function is to afford quality recreation experiences. Aliso Greenbelt is valuable in its own right as a recreation resource and any level of revenue return achieved should be considered a bonus. ✓

III. PLAN DESCRIPTION

The Aliso Greenbelt Development/Operations Plan (AGDP) is shown on Exhibit 1 in the form of a concept map which illustrates the plan ingredients described below. The Development Concept Plan portrays five different recreational use areas with an emphasis on maximum development flexibility as the surrounding area develops. In this respect, as in other plan aspects, the AGDP is an opportunity plan, capitalizing on the ability to preserve options yet carry out a basic theme. This key characteristic of the plan is described in more detail under "Revenue Producing Uses" in Section IV of this report.

The Plan boundaries differ from the dedication area (+3400 acres) offered by the Aliso Viejo Company. The Plan outlines only uses which relate to the Greenbelt core and the somewhat remote Pecten Reef. Other areas relate more closely to the proposed Aliso Viejo community.

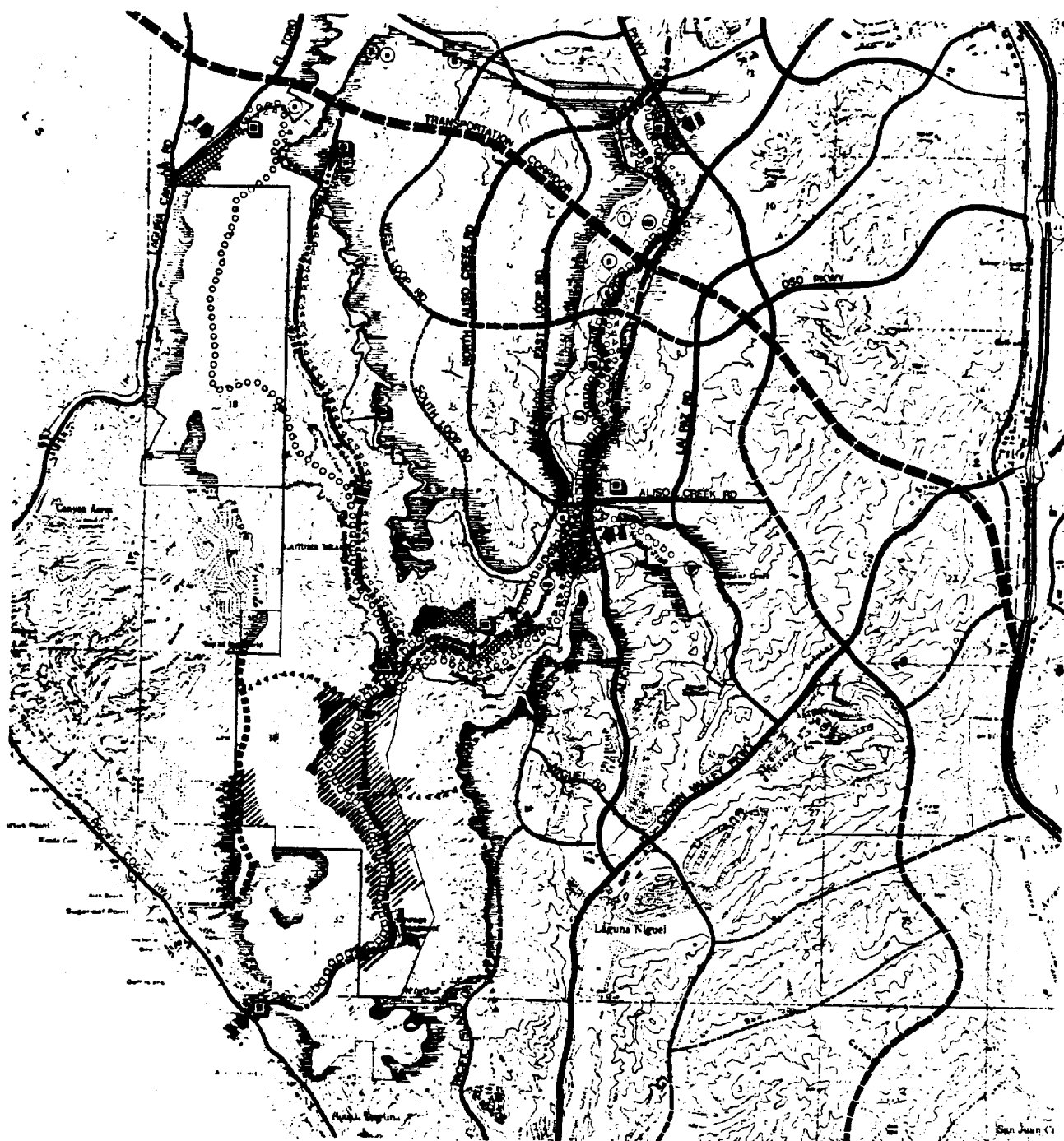
A. Overall Theme

The Aliso Greenbelt is a well located recreational resource to serve Orange County residents and visitors. It is also a valuable environmental resource that should be under public stewardship. The Aliso Greenbelt Concept Plan responds directly to these two ideas as well as identifying ways in which revenues may be raised to support the greenbelt's operation, at least to some degree.

But there is another dimension that has been missing from all previous studies of this significant area: a central theme or purpose that can be used to tie together the many opportunities to be found in the Aliso Greenbelt. This theme can be thought of as a "window" through which every aspect of the greenbelt's evolution is viewed, not as a basis for rejecting uses that may be unrelated or peripheral, but as a way of identifying opportunities and reinforcing the cumulative character of this resource. In effect, the theme provides a way of thinking about this site.

The theme idea incorporated in this concept plan is education. The Aliso Greenbelt is currently a valuable natural educational resource and this educational philosophy can be strengthened as the Plan is implemented.

This educational orientation manifests itself in many ways:

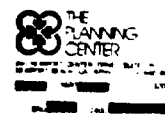


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|--|------------------------|--|----------------------------------|--|------------------------------------|
| | HIGH ACTIVITY AREA | | GATEWAY | | REGIONAL EQUESTRIAN TRAIL* |
| | MODERATE ACTIVITY AREA | | ENTRY STATION | | REGIONAL BICYCLE/PEDESTRIAN TRAIL* |
| | PASSIVE ACTIVITY AREA | | PARKING/STAGING | | BICYCLE/PEDESTRIAN EXTENSION* |
| | URBAN EDGE | | RANGER STATION/
NATURE CENTER | | REGIONAL HIKING TRAIL* |
| | HABITAT MANAGEMENT | | DROP STRUCTURE* | | HIKING TRAIL EXTENSION* |
| | | | CONTROL WALL | | ALISO CREEK FLOW LINE |

*These locations are approximate. See text for locustwood origin.

Aliso Greenbelt

DEVELOPMENT / OPERATIONS PLAN • COUNTY OF ORANGE



- o Location of a natural history center or museum at the Pecten Reef;
- o Location of a nature center adjacent to the ranger station at the mouth of Wood Canyon;
- o Active use of certain greenbelt sites for selected college/high school class assignments under proper supervision;
- o Continuation of the Aliso Greenbelt Management Plan (AGMP) Task Force, one of whose task would be to assist the open space and recreation program office in stimulating educational use of the greenbelt;
- o Designation of a conference center, possibly as an adjunct to a college or university, as a potential use;
- o Designation of a full-service equestrian center as a desired use, including extensive training facilities or a riding academy, particularly if located outside the core area; and
- o Proximity to most of the school sites proposed to serve the Aliso Viejo Community.

Every design step to implement the Plan and every use established should be accompanied by this question: "Is there an opportunity here to establish an educational feature or activity, or reinforce one which already exists?"

There are two caveats regarding this theme that must be mentioned:

1. The Aliso Greenbelt will work as a habitat and recreation complex without a theme; it is simply a stronger component in the county's regional park complex and potentially more of a special place if the theme is pursued.
2. The theme should not be construed as a constraint on development of certain uses if they satisfy other criteria in the plan, yet do not add directly or indirectly to the theme.

B. Activity Areas

The five use areas are as follows in order of declining sensitivity:

Habitat Management
Passive Activity Area
Urban Edge
Moderate Activity Area
High Activity Area

1. Habitat/Management Area

In the development concept plan, every attempt has been made to include the most significant habitat and/or resources in the habitat/resource classification. The maximum intrusion in a habitat and resource area would be limited to a trail. The recreational public will have the opportunity to view these habitat/resource areas but the impact will be mitigated by limiting intrusion from the trail system. A signage program will be used to discourage off-trail trampling.

2. Passive Activity Area

Low intensity, primarily passive usage, is proposed for scattered locations throughout Wood Canyon. These passive activities are primarily limited to trails, picnic sites, nature interpretation and special permit camping. Access to the picnic sites and special permit camping is via the designated trail system.

An important feature of these passive activity areas is the opportunity for rotational use and/or phasing. Because the picnic sites in these areas provide minimal facilities (i.e., picnic tables and trash cans), they can easily be moved on a seasonal or annual basis if overuse becomes a problem or if demand increases, new picnic sites can be added. At any one time, probably no more than 50-60% of the sites would be utilized. This rotational philosophy would protect sites from overuse.

3. Moderate Activity Area

Moderate activity areas would provide opportunities for trails, picnicking, camping, and nature interpretations. These areas provide interesting resources which are capable of more intensive recreational use than passive areas. In many cases, these moderate activity areas will be subject to intrusions such as flood control facilities (i.e., control walls and drop structures).

4. Urban Edge

Urban edges define the interface of the natural open space with either existing or proposed urban development. This urban edge is critical to a successful transition from these two divergent uses. These urban edge areas are often the location of fuel modification programs to protect urban uses from wildland fires. A careful balance must be achieved in relationship to the need for fire protection and habitat protection.

5. High Activity Areas

High activity areas are located in areas with minimal biological and/or other habitat resource constraints. In most cases, these high activity areas are located adjacent to the Aliso Greenbelt gateways (major access points).

These high activity areas offer the opportunity to locate either revenue or non-revenue generating uses. If the opportunity or feasibility arises as development occurs in the surrounding communities.

C. Special Features

The Aliso Greenbelt Development Concept Plan also incorporates several special features. They are:

- Gateways
- Entry Station
- Parking/Staging Areas
- Ranger Stations/Nature Center
- Flood Control Facilities
- Trails

1. Gateways

Four entry points to provide public access to the Aliso Greenbelt are:

- Aliso Gateway
- Pecten Gateway
- El Toro Gateway
- Pacific Gateway

The main entry point to the greenbelt will be the Aliso Gateway. It will be the only point allowing limited vehicular access to the greenbelt proper. Owing to the fact that a dedication exclusion area for a community park lies completely across the

valley bottom from slope to slope, access through this gateway is complicated. Alternate configurations have been formulated to eliminate certain problems, but agreement on a preferred alternative has not been reached during the course of this study. Separate routes are proposed for vehicular, pedestrian bikeway and equestrian access. This gateway also functions as the link between Laguna Niguel Regional Park and the Greenbelt. Eventual connections between these two facilities are proposed. This gateway is further impacted by the physical segmentation created by Aliso Creek and Sulphur Creek west of Alicia Parkway.

While not a direct part of the gateway, access to the community park will be via one or two drives from South Loop Road in the Aliso Viejo community. It may be necessary or desirable in the final community park design to keep community park circulation and parking separate from the access road (AWMA Road or alternate South Loop Access Road) which will take Greenbelt visitors through the park.

One possible configuration of the Community Park involves its expansion down the easterly side of the Creek to encompass the "cove" area. Described elsewhere in the plan as a site for potential revenue producing uses. If this area is devoted to a community park the revenue choices will be limited to other areas.

A further complication regarding this gateway is the proximity of the proposed Mormon Church just east of Aliso Creek on the north side of the AWMA Road. It will need to be designed in such a way that it interferes as a little as possible with the Greenbelt entry appearance and functions. Of particular importance will be proper setback from Aliso Creek, provision of trail connections (bikeway and pedestrian) and landscape treatment to reduce its visual domination of the entry area.

The Pacific Gateway, for the foreseeable future, will provide only bikeway and hiking access. The proposed method is to locate these facilities in a slightly expanded, improved flood control facility to minimize costly easement acquisition and prevent conflicts between Greenbelt visitors and private patrons of the Aliso Creek Inn/Golf Course complex.

The El Toro gateway will provide for only pedestrian and equestrian access by separate routes. The steep ridge along El Toro Road precludes any other practical form of access.

The Pecten Gateway is less a gateway than an isolated appendage to the Greenbelt by virtue of the extensive system of local parks and school sites which intervene. It does, however, offer direct vehicular access to a portion of the site itself and, by means of regional trails through Aliso Valley, afford regional equestrian, pedestrian and bikeway linkage to the Greenbelt. Moreover, it is a worthwhile destination and potential cultural/educational/recreation and revenue generator in its own right.

2. Parking/Staging Areas

Parking and staging functions occur in several locations, primarily within the gateways.

The main parking area for campers and picnickers is just below the community park at the Aliso Gateway. This is the location of the only fee entry. This would also be the control point if a revenue producing use locates in the cove area further into the Greenbelt. In this regard, it should be noted that the preferred location for the actual entry station is at Alicia Parkway, opposite Laguna Miguel Regional Park. The entry station shown on Exhibit 1 is so located only as an expediency because of the blockage created by the community park. Should an alternate community park configuration be finally resolved that allows the entry station to be placed at Alicia Parkway, it is highly recommended that such a plan refinement be made.

It should also be noted that vehicular travel to this point in the greenbelt is in conflict with currently adopted Coastal Commission policy. The Local Coastal Plan will have to be amended in order to implement this concept fully. It is also possible, since the AWMA Easement is legally moveable at the initiator's expense, that an alternate road location nearer the creek could reduce conflict between greenbelt access and community park use. This, too, would confront existing Coastal Commission policies and require Coastal Plan modification.

An equestrian and bikeway staging area is programmed for County owned land adjacent to Alicia Parkway. A separate entrance off the AWMA Road will allow fee collection for its use.

Parking is already provided at the Pacific Gateway by means of the County owned Aliso Beach inland parking facility. No changes other than trail connections are proposed.

Parking and staging will be provided in connection with the high activity use(s) at the El Toro Gateway. This will probably be the dominant equestrian staging area serving the Greenbelt.

Pecten Reef Gateway will include, along with revenue producing and scientific resource uses, staging areas for trail usage adjacent to Aliso Creek.

The many school and park sites located adjacent to the Greenbelt could also be used for pedestrian and/or hiking access into the Greenbelt.

3. Entry Station

The Entry Station at the Aliso Gateway is a manned or unmanned structure which identifies entry into the Greenbelt. The structure may be used for collection of parking fees by an attendant or may include a coin-operated parking gate.

4. Ranger Station/Nature Center

The Ranger Station is centrally located in the Greenbelt at the juncture of the Aliso Creek Valley and Wood Canyon. This location is favored because of its proximity to both the moderate and passive activity uses.

The ranger station would also include an adjacent nature center. The nature center would display exhibits related to the coastal canyon environment of the Aliso Greenbelt.

5. Flood Control Facilities

The Runoff Management Plan required as a condition of the Aliso Viejo General Plan adoption has been completed. While it would be preferable from an aesthetic standpoint to avoid artificial struc-

tures in Aliso Canyon and, even more so, in Wood Canyon, a necessary balance has been struck between the desire for a natural appearance and the need to protect the greenbelt from adjacent and upstream urban development.

The Plan encompasses five basic concepts: runoff diversion; peak flow retention; channel stabilization; visual enhancement; and functional integration. The nature of the management plan is more fully described in Part III of this document.

6. Trails

The primary access to the Aliso Greenbelt will be a network of recreational trails. Trails will be provided for bicycle, equestrian, and pedestrian/hiking uses. There will be no private vehicular access to the interior of the Greenbelt.

The primary regional bicycle/pedestrian trail will initially be the existing AWMA Road. An easement or other arrangement is needed to allow access to the ocean through the Pacific Gateway. In the event more active vehicular use of the AWMA Road occurs it would be preferable to provide a separate, generally parallel bikeway. For safety purposes, with increased bicycle traffic such a separation would be desirable anyway. It would be imperative with transit use. Again, Coastal Commission policies would have to be modified.

The bicycle/pedestrian trail linking the Aliso Gateway to the Pecten Gateway is located on the west side of Aliso Creek and the equestrian trail is located on the east side.

The Plan also recommends a bicycle/ pedestrian extension across Moulton Meadows (between Arch Beach Heights and Top of the World).

This Plan recommends both separate and combined hiking and equestrian trails for the greenbelt. With respect to the regional trail system through the greenbelt, most of the equestrian and pedestrian trails are completely separated. This is true all along Aliso Creek. With the exception of the reach through Pecten Reef, the trails are on opposite sides of the Creek. The Pecten segments are split by a small ridge. Another separation occurs midway up Wood

Canyon through to the El Toro Gateway. The hiking trail remains in Upper Wood Canyon while the equestrian trail is routed up Mathis Canyon across the ridgeline before dropping down to the El Toro Gateway. Only in lower Wood Canyon are the trails adjacent to each other.

These trails are generally in the preferred locations. However, as a Concept Plan, it is recognized that specific alignments will follow as development plans are detailed and the County's Aliso Creek Corridor Specific Plan Trail Alignment program proceeds. Every effort has been made to integrate these two efforts to achieve compatibility. The most important consideration is that the entire conceptual network be completed. Specific alignments should be modified as necessary to achieve that end.

7. Transit

The long term potential for transit connection between the Aliso Viejo Community, The Aliso Gateway and the Pacific Coast Highway is preserved in the Plan and is discussed more extensively in Appendix D. The route would follow the AWMA Road or whatever modifications to it take place before transit service is established. The recommended timing for transit to occur is much later in plan implementation than previously proposed.

IV. LONG TERM MANAGEMENT/OPERATIONS PLAN

A. Preservation, Protection, Restoration and Enhancement

Because this long term management/operations plan is a refinement of the plans already adopted to provide guidance for Greenbelt acquisition and development it does not attempt to repeat all of the material presented in key documents such as the Aliso Greenbelt Management Plan (John M. Sanger, Associates); Aliso Greenbelt Restoration and Enhancement Plan - AGREP - (Coastal Conservancy; Coastal Commission); Aliso Creek and South Laguna segments of the Local Coastal Program; and Aliso Viejo Planned Communities Feature Plan. Primarily, it implements the dominant themes in those plans, suggests refinements to some of those themes, and suggests previously suggested actions on the basis of updated and more specific agricultural and economic analysis.

The thrust of this component of the Plan is three-fold:

1. Preservation and protection of those natural features of the Greenbelt which now contribute to its value as a recreational experience so they will be neither destroyed nor degraded;
2. Restoration of selected areas to a more natural condition which can then be sustained or allowed to evolve in a natural way; and
3. Enhancement of selected areas to establish an improved recreational environment through compatible planting.

Most of the preservation and restoration will take place in areas designated for habitat management or passive recreation use. Enhancement will occur in all segments of the plan.

1. Preservation and Protection

The preservation and protection of the valuable resources will occur through avoidance and the siting of trails and related signing. This signage will emphasize the uniqueness of the resources and discourage off-trail trampling.

In addition, the location of picnic areas will be rotational with intermittent rest periods equaling

periods of use. This rotational use within designated areas will prevent overuse.

The entire reach of Wood Canyon and tributary canyons above the confluence of Wood Canyon and Aliso Creek may have to be closed during periods of high fire hazard such as Santa Ana winds or the late summer-fall months. Closing this area is preferable to high risk of fire. If deemed workable by the ranger, it may be possible to increase surveillance so that at least limited trail usage can continue.

Moreover, the fact that this area is proposed for special permit camping with increased supervision should reduce both fire risk and insensitive use of adjacent habitat areas.

Owing to the significant long term value of the Greenbelt to adjacent present and future property owners and the fact that its existence adds both financial and aesthetic value to their living environment, it is particularly important to them that the preservation and protection efforts succeed. Accordingly, a form of "neighborhood watch" program should be instituted by which the Greenbelt's neighbors become an important resource in its protection. This would entail a volunteer program in which adjacent residents become educated on the features and significance of the Greenbelt, learn what to look for in the way of potentially damaging activities and communicate quickly and effectively with proper authorities. A manual for volunteers should be prepared which provides clear guidance on the program.

Because of the distances involved, the most common (and probably most important) infractions to be discovered through this program are fires and use of motorcycles/motorbikes in the greenbelt. Undesired off-trail trampling can be spotted on some of the closer-in slopes and ridges.

The proximity of the Greenbelt to both existing and proposed urban development does create conflicts at the natural resource/urban development interface. These areas provide the transition both physically and visually from development to open space and vice versa. These interface areas are often the location of fuel modification programs to protect urban areas from wildland fires.

But they also have an impact on habitat preservation and protection.

In order to resolve the interface conflict, the significance of the natural resource must be established (whether fire hazard, wildlife habitat, visual or scenic resource) and a determination made of the appropriate course of action and the amount of disturbance acceptable for the resource.

The first step in resolving this conflict is to identify the potential natural resource (fire hazards and scenic vegetation)/urban development interfaces early in the planning process and prescribe the appropriate land use regulations and design criteria that will resolve the interface conflict by achieving an "acceptable level of risk" in regard to the safety of future residents living adjacent to fire hazardous vegetation as well as the effective management of the natural resource.

The following guidelines are recommended to augment the County's Fire Protection Task Force Report in this area:

- 1) Within the Aliso Viejo property, fire protection fuel modification should occur within the Phase Two dedication area concurrent with the determination of final dedication boundary location. To the extent sufficient space for needed fuel modification does not exist within the Phase Two area, or if alternate means of fire suppression is impossible, fuel modification will be provided in development areas accordingly.
- 2) On other properties adjacent to the greenbelt, prevailing county policy shall apply.
- 3) Notwithstanding the above,
 - a. Environmentally significant vegetation may be modified but not destroyed;
 - b. Visual continuity of treatment shall be maintained between adjacent developments; and

- c. Sharp visual "breaks" between color or texture of vegetation shall be avoided.

In the case of the Aliso Greenbelt, the burden should primarily be placed on resolving the conflict within the residential design rather than open space. Fuel modification and/or other fire protection programs should be outlined at the Area, Site, or Feature Plan levels and their impact upon the Aliso Greenbelt mitigated.

2. Restoration

Current conditions in the Greenbelt are the result of a combination of natural changes and artificial intrusions into the area.

Three areas have been most impacted: 1) natural vegetation in grazed areas; 2) wildlife habitats and, 3) freshwater habitats.

The most significant intrusion into the Aliso Greenbelt has been cattle grazing. These grazing activities have removed some native vegetation and introduced some non-native undesirable vegetation such as artichoke thistles. Programs such as spot removal of undesirable vegetation is available to remove such vegetation.

Erosion and the loss of hilly grasslands have damaged wildlife habitats to some degree. Grasslands can be partially restored after removal of cattle grazing by limited seeding, chemical treatment and cultivation. Erosion damage restoration and prevention of further damage will be substantially provided through the Aliso Viejo Refined Runoff Management Plan.

Freshwater stream and marsh habitats will benefit from the Runoff Plan as well as certain re-planting components of the Enhancement Plan. This is particularly so for Mallard Marsh and certain reaches of Aliso Creek where reduced peak flows and selected planting will stabilize the existing riparian environment.

3. Enhancement

The Aliso Greenbelt Plan provides an exciting opportunity to enhance the existing vegetation and thus support the primary purposes of the Plan: habitat protection and recreation. Emphasis is on

the development of new habitat resources featuring native trees and shrubs. The creation of these new habitat nodes will accomplish several objectives including visual amenities, screening of the urban interface, and the protection of sensitive resources.

The full development of adjacent urban uses will be several years in the future. Therefore, the opportunity exists to plant smaller (1 to 5 gallon) specimens. These smaller specimens are more adaptable if initially protected and will result in a greater survival ratio. It would be highly desirable to enlist the assistance and participation of the California Conservation Corps in carrying out this program. Failing that, other organizations with environmental interests and capabilities should be approached for assistance in getting the job done at a low cost.

The canyon system making up the usable and readily accessible portions of the greenbelt is characterized by a variety of micro-environments shaped by soil, topography, water table, orientation, specific location and degree of disturbance. A notable variety of trees and shrubs occur in various combinations, so no single list of species will suffice for all situations. Significant candidates include sycamore, willow, toyon and elderberry. Introduced varieties of eucalyptus also have potential in certain locations.

An aggressive planting program will improve the recreational value of the greenbelt substantially. This will occur in two ways: 1) creation of natural canopies for a pleasant and inviting camping or picnicking experience and, 2) screening of these recreation nodes from surrounding windows of development which are visible from many canyon bottom locations and therefore detract from the sense of naturalness generally provided by the site. This approach is more effective and less costly in the long run than difficult edge treatment rehabilitation programs where development already exists. This has the additional fringe benefit of improving the views of those homes which already have an overview of the Greenbelt.

It is essential to prevent additional visual intrusion from developments yet to be built by requiring appropriate setbacks, building orientation, landscape screening, berming or other means

of retaining the maximum possible natural appearance along the Greenbelt rim. In some cases a superior approach may be to allow some structural visibility in exchange for dedication of land which is of greater value in enhancing the Greenbelt plus requiring funding for an appropriate share of the canyon bottom planting program.

4. Water Management

The Aliso Greenbelt is a natural area surrounded by existing and future development, some of which will be relatively intense. The area is dominated by two watercourses: Aliso Creek and Wood Canyon, each with minor tributaries. It is intended to be the location of extensive passive and habitat environments as well as a regional recreation resource. Consequently, water for use within the Greenbelt and water that passes through the Greenbelt is properly the subject of considerable attention.

It is important to note that this Canyon system is already impacted by what is around it and by its current grazing use. While it offers notable recreational opportunities, it is no longer a pristine environment. That environment will be further impacted and at the same time can be significantly improved by the way in which water is handled.

a. Potable Water

The Greenbelt is primarily located within the Moulton-Niguel Water District and is part of Improvement District No. 6. Parcels adjacent to the Aliso Viejo property to the northwest (Dewitt Property, Laguna Heights, etc.) are within the Laguna Beach County Water District.

Most of the Greenbelt is proposed for relatively low intensity uses and will not require a potable water supply. Those areas which are envisioned for more intensive activities are located adjacent to existing or planned urban development and extension of needed water lines can be readily accomplished.

The high activity areas in the Plan should be served by water lines. As urban areas adjacent to the high activity portions of the Greenbelt Plan are designed and built, provision should be made for tying in water mains to serve the Greenbelt.

Passive recreation areas should not generally be served with running water except for the ranger station and nature center. A water storage tank for limited regular supply and emergency purposes is proposed to serve the overnight and day camping areas along Aliso Creek south of Wood Canyon as well as the ranger station, nature center and special permit camping areas in Wood Canyon.

b. Conservation, Reclamation and Irrigation

The primary water conservation measure in the Plan is its overall low intensity use and large scale preservation of natural habitat.

Public restroom facilities in the camping and picnicking areas within most of the Greenbelt will be portable chemical units. Within the high activity areas some camping/picnicking areas that are more accessible to the public and are likely to experience higher levels of use will need sewered restrooms. These facilities as well as the specialized recreation or revenue producing uses that locate within the Greenbelt should include the standard low volume fixtures now in common use to reduce water consumption.

Very limited irrigation is required because of the nature of the use pattern and intent to maintain a natural appearance throughout most of the Greenbelt. The extensive enhancement program, mainly tree planting, will utilize naturally acclimated species which can thrive without artificial irrigation. There will be two exceptions to this general rule. One is the high activity areas, particularly those extending into the Greenbelt from Aliso Gateway. This portion of the Greenbelt will, from an appearance standpoint, be an extension of the park character established in the adjacent Laguna Niguel regional park. It will have a more manicured, irrigated landscape.

The second exception will be the potential golf course extension in lower Aliso Canyon.

Reclaimed water for these areas can be provided from the AWMA secondary treatment plan on La Paz Road south of Laguna Niguel regional park.

Wherever feasible within the Greenbelt, drip irrigation techniques are preferable to spray irrigation from both an appearance (inconspicuous) and water conservation standpoint. Irrigation at the Greenbelt/urban edge should continue to utilize spray systems for fire retardation purposes.

As a fringe benefit of the runoff management program and its related improvements there will be a general increase in the amount of water retained in the valley floors even though runoff will be tightly controlled from adjacent urban development. This will have the effect of expanding the area of percolation along the streambeds, thus getting more effect from the water that naturally flows through these watercourses.

c. Runoff and Flood Control

The Runoff Management Plan is viewed as an integral part of this Plan. The basic concepts of runoff diversion; peak flow retention; channel stabilization; visual enhancement; and functional integration are summarized below.

The major area of runoff diversion is from portions of the tributary system on the east side of Wood Canyon into the Corral Canyon storm drain system and from Corral Canyon into Aliso Creek. This is essential in order to implement the passive recreation use concept throughout Wood Canyon as proposed in the Aliso Greenbelt Plan.

Peak flow retention is proposed in three locations: a 9.6 acre-foot retention basin in the vicinity of the San Joaquin Hills Transportation corridor to mitigate flows into Laguna Canyon; a 21.4 acre-foot facility at the upper end of Wood Canyon and a 20.2 acre

foot basin on Aliso Creek north of Aliso Creek Road. In addition to their value for runoff management, these water impound areas add water features that may enhance the greenbelt environment.

Consideration should be given to the possibility of two modifications to the retention program. The first is to locate the El Toro Road Basin outside of the proposed freeway interchange complex to enhance the high activity area in the Greenbelt's El Toro Gateway. This should be done only if the proposed school site is not implemented and the land is incorporated instead into the high activity area. The second is to add a basin to the system in lower Aliso Canyon below the Wood Canyon confluence in the Horseshoe Bend area to reinforce the overnight/day camping environment proposed in that moderate use area.

It is possible that additional water retention areas will prove workable. So long as the continuity of the natural flow line is not significantly interrupted or altered (by large scale water areas) and so long as health hazards are not created, there is no reason to preclude such plan refinements. It is recommended that their addition be considered a plan refinement not requiring an amendment to any formal plan document in which they are reflected.

Channel stabilization is accomplished by several drop structures and control walls in strategic locations. Their number is kept to an absolute minimum in Wood Canyon, as is appropriate to the desired environment there. Channel stabilization is crucial to the greenbelt plan for basically two reasons: 1) the amount of usable area in the Canyon floors is limited, particularly in certain reaches, and uses proposed could be restricted or even precluded if the streambed moves or expands significantly, and 2) the continuity of trails along the Canyon and valley system is crucial because of the greenbelt's pivotal location on the regional equestrian and bikeway routes. In some cases the space for trail access is extremely limited and cannot afford to be further reduced.

Visual enhancement techniques, mainly involving texture, color and design treatment of the flood control structures, will mitigate the impact of these "hard" facilities in the preferred natural environment. Selective tree plantings clustered near these structures could further soften their impact.

The Runoff Management Plan will generally enhance and prevent undue damage to the environmental setting that makes the Aliso Greenbelt a special place. It will stimulate more well defined, year around riparian area. This function is particularly valuable as part of the greenbelt enhancement program. This is also true of the retarding basins. Further, the flood control structures offer opportunities for stream crossings in a double-purpose design. This is a particular opportunity in connection with bringing the regional equestrian trail across Aliso Creek at the control wall proposed just below the mouth of Wood Canyon and the bikeway/pedestrian trail utilizing a proposed control wall below the AWMA Plant.

5. Aliso Greenbelt Management Plan (AGMP) Task Force

A special county task force was established to review and comment on the original Sanger Plan which, in modified form, became the Aliso Greenbelt Restoration and Enhancement Plan (AGREP). The questions raised by that task force led to the initiation of this study. Members included: County Administrative Office; County Counsel; General Services Agency and the Environmental Management Agency. Essentially the same task force, with expanded EMA involvement, has served as the technical review body for this plan. It is recommended that the AGMP task force continue to function for reasons provided in the following discussion.

All aspects of preservation, protection, restoration and enhancement will require technical support. Restoration and enhancement projects will be identified and require both focused research and knowledgeable implementation. Public resources are now and probably will remain limited to undertake this work.

While some operations and maintenance funds will be forthcoming from revenue producing uses, they may not be in an amount as great as originally envisioned. Moreover, actual implementation of these uses may be some time off, with delays in revenue flow accordingly.

The Greenbelt is a notable environmental, recreation and education resource. It is very rich in terms of micro-environments, each with its own challenge. In effect, the Aliso Greenbelt is a natural laboratory within an urban setting. This accounts in part for the suggestion that an important theme to influence the Greenbelt's future is education.

Actual implementation of the Greenbelt Plan will require careful guidance, most of which can be provided by the County's park design group, augmented by biological consultation. The precise location, character, and improvement mitigations of each camping or picnicking node must be determined with careful attention to biological, archaeological and paleontological resources, similar to the biological assessment prepared in conjunction with the Lidyoff/Hourian General Development Plan Report.

A program of making the Greenbelt available for class, team or individual educational projects under technical guidance of a qualified instructor is recommended. While most projects may be strictly educational in nature, it is quite possible that certain projects could actually assist in designing picnicking or camping nodes. In these cases, work guidance and review should be provided by County personnel.

B. Revenue Producing Uses

Certain potential revenue producing uses in the AGREP are no longer recommended because they will not generate revenue according to current analysis. Those uses analyzed were: agricultural; a combination conference center/resort hotel; time share/rental villas and two restaurant sites.

The remaining potential revenue producing uses are the focus of this section.

1. Potential Revenue Producing Uses

- a. Concession Stands. These ancillary uses are typical of many large scale public recreation complexes. They could include food and drink stands, bicycle rental and similar services to park users. Their potential from a revenue standpoint is low, but they may be a useful adjunct to the Greenbelt. Their potential would be somewhat greater in the event the swap meet potential occurs at the Aliso Gateway.
- b. Conference Center. This ingredient in what has so far been thought of as a component in a mixed resort hotel/conference center is retained as a single use. As part of a resort hotel it does not work economically in this location. However, as a satellite adjunct to a new college campus in nearby urbanized areas, a pure conference center may be sufficiently attractive to work. The proximity of emerging high activity areas in southeast Orange County and the search for new campus locations known to be on the agenda of some educational institutions suggest the possibility is reasonable.
- c. Equestrian Center. This is a mid to long term use which strongly reinforces the value of the Greenbelt. This is particularly so because of the location within the Greenbelt of a major link on the regional equestrian trail system. Market conditions do not currently indicate the economic viability of an equestrian center in this location. However, as development proceeds in this part of the County the market will improve and the locational advantages of Aliso Greenbelt will emerge. A multi-service facility is preferred, offering boarding, rental, western trail riding, english, dressage, equestrian training facilities and extensive show capabilities. Phased evolution toward that diversity would be acceptable. The location on El Toro Road offers superior regional and local access. There are some site limitations which would be solved by eventual acquisition of the proposed Laguna

Beach Unified School Site and/or an adjacent portion of Sycamore Hills.

An alternate location, particularly feasible after park development and community growth are further along to facilitate both market and access, is the "cove" area, also the possible location of either the Conference Center or the Winery/Vineyard. If the broad scope of facility desired does not occur then a more limited boarding and rental operation could occur opposite the cove at the toe of the Niguel slope. This is recommended only as a last resort, both as to scale of operation and location.

- d. Farmer's Market. This use is proposed at the Pecten Gateway owing to its prime location on Moulton Parkway, although Aliso and El Toro may eventually be possible alternates. The use would fill a market need and could reflect a Moulton Ranch heritage. The structure envisioned is modular so that it could be expanded without extensive construction costs. Parking could be combined with staging area parking to serve Aliso Trail access or special event parking for the Natural History Center if it becomes a reality.
- e. Golf Course. The 9 hole expansion proposed in the AGREP is retained. This is not envisioned as a near term possibility because of the interests of the current resort owner.
- f. Hotel. The financial feasibility analysis shows that commercial visitor serving uses need to be in locations with excellent vehicular access. The most feasible location is the already disturbed flat portion of Pecten Gateway along Moulton Parkway and the adjacent low ridge to the southeast. A 350 unit facility is proposed. It would enjoy relatively good regional access, but would be likely to achieve market feasibility only after the Aliso Viejo community is much more fully developed.
- g. Pay Parking. The parking situation is very complicated because there will be so many access points to the Greenbelt and their nature differs greatly. For financial plan-

ning purposes only the main Greenbelt entry point at the Aliso Gateway is programmed for paid parking. Pacific Gateway is already a beach oriented pay facility and is not calculated as a Greenbelt revenue source. It is possible that El Toro Gateway could provide some paid parking if the preferred use, an equestrian center, is established there. Fee collection at other points, the school site and Pecten Reef, are viewed as impractical in terms of cost of administration.

- h. Restaurants. Two restaurants are retained in the Development Concept Plan: one in conjunction with the hotel at Pecten Gateway and the second adjacent to the South Loop Road near the Aliso Gateway. A third site at the El Toro Gateway is acceptable from a use standpoint, but does not now appear economically viable. Even a theme restaurant in connection with the proposed equestrian center is problematic.
- i. Swap Meet. This use is proposed on a 10+ acre site already under County ownership south of the Mormon church site. While not characteristic of most swap meet operations, this site would have to be carefully arranged so that weekday appearance would be acceptable. The intent is to generate more of a community festival atmosphere and appearance. Relatively minor improvements would be required. This would probably phase into a more permanent use in due course. Part of the site could then become an equestrian staging area.
- j. Winery/Vineyard. This use is proposed in the Cove area just inside the main Greenbelt entry point below the Aliso Viejo Community Park. This is the only location for such a use. The economics are feasible under certain circumstances described in Appendix C, Agricultural Feasibility, but the use is by no means a certainty. In the event none of the potential revenue producing uses occur this area would most appropriately be used for high activity recreation purposes.

2. Opportunity Concept

No revenue producing uses can be established immediately. Some, such as the winery/vineyard,

may still prove to be infeasible owing to unique requirements which may not find a ready market. Others appear quite feasible but are not likely until development in the area is much further along.

Each of the potential uses should be considered options to keep open. Some could work at more than one location in the plan (although one location may be preferable). Others could clearly work in only one location for environmental, space, functional or market reasons. These choices are depicted on Exhibit 2, "Greenbelt Use Consistency Diagram".

Consequently, the revenue producing component of the development concept should be considered an "opportunity plan". Revenue potential therefore extends over a wide range as depicted in Appendix B, Financial Feasibility Report.

The situation may well develop in which the opportunity for a revenue producing use in an "acceptable" location occurs before the "preferred" use can be established. In that event, a judgment will have to be made whether or not to proceed with the lesser use. The criteria that should be weighed are:

- a. What is the potential revenue flow during the life of the lease for the acceptable use compared with the potential revenue from the preferred use?
- b. Does the option remain of placing the preferred use elsewhere?
- c. What are the prospects for the "preferred" use?
- d. Can the "acceptable" use be phased out if a better opportunity comes along?

Two basic recommendations are made regarding the promotion of revenue producing uses.

So that the County may be active and not just reactive in pursuing revenue opportunities.

First, it is recommended that the required annual monitoring report for measuring progress toward implementing the Aliso Viejo Plan be expanded to

ALISO GREENBELT USE CONSISTENCY DIAGRAM

AREAS USES	HIGH ACTIVITY AREAS					MODERATE ACTIVITY AREAS LOWER ALISO
	GATEWAYS				COVE	
	ALISO	EL TORO	PACIFIC	PECTEN		
Concession Stands	●					●
Conference Center ¹		●				0
Equestrian Center					●	
Farmer's Market ²	0	0				
Golf Course					●	●
Hotel					3 ●	
Pay Parking	●					
Restaurants	●	0 ⁴			●	
Swap Meet	●				0	
Winery/Vineyard						●

- 0 Exclusive Location
- 0 Preferred Location
- 0 Acceptable Location
- 1 Smaller scale facility possible opposite the cove below Niguel Slope.
- 2 Possible temporary use.
- 3 Already established.
- 4 May not be economically feasible even in conjunction with equestrian center.

include discussion of the Aliso Viejo Greenbelt status, particularly with respect to revenue producing possibilities. It would be the EMA's responsibility to prepare this section of the report. This would assure continued attention to the desired establishment of revenue producing uses.

Second, it is recommended that the County remain open to uses not presently identified in this or any of the previous plans prepared for the Greenbelt. While many uses and activities have been explored there is certainly a possibility that a new suggestion, variation on a rejected idea or some heretofore unexpected combination of uses may be proposed by an entrepreneur. Moreover, economic circumstances change. Uses rejected because they were perceived as weak revenue generators may, under the right circumstances, be sufficiently profitable.

C. Non-Revenue Producing Uses

The non-revenue uses are primarily recreational, with limited support facilities. All uses are specified in the AGREP except for the runoff management related facilities. These facilities are defined as a use because of their visual impact and multiple functions as both runoff control facilities and trail links (crossings) in many cases.

This section describes special guidance believed to be appropriate for these uses.

1. **Camping.** Day camping and overnight camping are specified in portions of Aliso Canyon. In order to establish the necessary management pattern from the outset, it is desirable to provide limited overnight camping as one of the first uses. It can be initiated along with day camping and picnicking, but should not lag behind them.

Special permit camping is specified in the Wood/Mathis Canyon complex because of its more unique and sensitive environment. This area will require more extensive supervision than will other portions of the Greenbelt. It is also a major resource for biological analysis, and thus a probable location for camping by student groups. The general location of campsites described in the

Lidyoff/Hourian report with associated mitigations are appropriate.

Because of its sensitivity and access limitations the camping site on Moulton Meadows is not recommended.

2. Picnicking. This is the most extensive use proposed, although not in large concentrations. As previously discussed, the dominant concept for picnicking in all but high activity areas is small, dispersed sites which are not kept in constant use but rather, rotated to avoid overuse.

In high activity areas larger, non-rotated picnicking facilities are appropriate due to the more manicured nature of these areas and the greater intensity of use because they are more accessible than interior sites.

3. Trails. Trail designations are approximate, indicating generally preferred routes. The most important aspect of trail configuration is that they make the necessary connections. Consequently, tie-in points are crucial; intermediate reaches are not.

Some qualifying explanations are necessary to understand certain trail proposals.

The regional bikeway/pedestrian trail from Pacific to Pecten Gateways differs from previous versions in these respects: the trail connects to the Aliso Beach inland parking area via a bench on the east side of the Aliso Creek Channel. It is separated vertically from Aliso Golf Course users by the bench depth and adjacent fencing. The trail crosses to the west side and the AWMA Road at the most southerly control wall, just inside the Aliso Viejo property line. It remains as originally proposed until it reaches the Aliso Valley where it is shown still on the west side of the creek, but on the creek side of the school/park sites. In actuality, a "floating" location through this area in response to development phasing and cost considerations is quite acceptable, with a final location consisting perhaps of a combination route. The trail then crosses Aliso Creek at Pecten Gateway to run adjacent to the hotel/restaurant/farmer's market/staging area.

The regional equestrian trail likewise departs slightly from previous versions. It extends from El Toro Road adjacent to the proposed Laguna Beach Unified School District site to the ridgeline and then connects to Lower Mathis Canyon rather than Upper Wood Canyon. From that point it continues to Aliso Canyon, crossing on a control wall and then remains on the easterly side of Aliso Creek all the way through Pecten Gateway.

All trail easements should be "floating" easements to facilitate future relocation should that course of action prove to be desirable.

It is recommended that the regional equestrian trail extending below Wood Canyon into Aliso Canyon not be implemented. Equestrian picnicking will work further to the northeast in the Aliso Gateway area so it is not needed south of Wood Canyon. In addition, ranger supervision of equestrian activity will thus be simplified if horses are not allowed south of the Wood Canyon mouth. It is recommended that this trail link be deleted from adopted plans.

4. Ranger Station/Nature Center

The combined facility is located at the juncture of Wood/Aliso Canyons because that is the best overall management site for the Greenbelt. A seasonal satellite facility can be placed in the Corral Canyon area if experience indicates its necessity.

5. Natural History Center. The location of this potential cultural/scientific/educational facility remains at Pecten Gateway. It could be located either adjacent to Moulton Parkway or in a saddle on the north side of Aliso Creek as it passes through the reef. It could even be incorporated into the hotel/restaurant complex.

No special funding for this facility is identified nor is it contained in the financial feasibility analysis. While it is a very worthwhile idea, the issue of whether or not to accept the Greenbelt does not depend upon it. Potential revenue is not likely to be high. Funding for this use does not appear imminent. Revenue flow from the proposed hotel could be partially diverted to specifically support the Natural History Center. A private

organization, the Natural History Foundation is engaged in a long term program to raise funds for the center. It would be a logical operator of the facility.

6. **Runoff Management Facilities.** These control walls and drop structures are more fully described under the conservation, protection, restoration and enhancement section. At least two and perhaps more will serve also as trail crossings. Costs for these improvements will be shared between the Aliso Viejo Company, the County, and the Aliso Water Management Agency in proportion to the extent of local/regional runoff burden and protection involved.

D. Access Management

Exercising reasonable control over access to the Greenbelt is extremely difficult because of the property configuration, multiple access points and extent of adjacent existing and planned urban development.

The major ingredients in the access management program will involve vehicular restriction, parking control and ranger supervision.

The function and access character of the entry gateways and staging areas have been described in Part II.

The major management considerations with respect to access is to ensure that necessary easements are properly secured. These fall basically into two categories: 1) easements through dedication exclusion areas, and 2) easements through adjacent properties in which open space dedications accrue to the County as a condition of development approval.

1. **Exclusion Area Easements.** Access through school and local/community park sites is required for bicycle/pedestrian trails and, in some cases, equestrian trails. They should be legally established in conjunction with the dedication of these lands in accordance with appropriate County standards. "Floating" easements are recommended. Retrofit costs if trails must be replaced should be paid by the Aliso Viejo Company if subsequent changes are induced by their preference and by the County if the change initiative rests with them.

Particular attention must be paid to vehicular access through the community park which blocks Aliso Gateway. The existing AWMA Road is on a non-exclusive easement. It may be relocated at the initiator's expense. An additional 76 feet of right-of-way should be obtained in settling the dedication of that park site to provide maximum County flexibility for vehicular, potential transit and trail access. The thrust of this recommendation is to establish a sufficient non-exclusive right of way so that all access requirements can be met with functional separation, as well as the ability to provide a landscaping treatment which establishes a transition from the manicured character of the community park to the more natural character of the Greenbelt. The current 24 foot easement is absolutely insufficient. In the absence of detailed design plans for the community park, the equivalent of a primary arterial highway is recommended.

2. Adjacent Properties. All properties abutting the Greenbelt should have, as part of their development approval, a condition requiring appropriate open space and trail easement dedications to the County of Orange. Trail access on the S and S property open space dedication should be re-negotiated at County expense. That link is crucial. Adjacent properties with existing or potential open space and/or trail dedications to be incorporated in the Greenbelt Management Program include: S&S; Avco; Laguna Sur; Maubousi-Fardi/Esslenger; Top-of-the-World Properties; Marcroft (Laguna Heights); Dewitt and Aliso Viejo Company.

3. Park Roads

The existing AWMA Road from Alicia Parkway to the AWMA sewer treatment plan will continue to be the sole improved road serving the Greenbelt. Existing dirt roads will provide maintenance and emergency access. Limited improvements to the unimproved road system in connection with the flood control structures proposed will be desirable to provide more dependable year around access.

The fire access road in the Moulton Meadow area is not a true access road in that it is completely separated from the valley system. It does afford

hiking access by means of a local trail into Aliso Canyon.

4. Transit. The Development Concept Plan is intended to accommodate an eventual transit system. A complete discussion of the transit issue is included in Appendix D. The combination of physical and right-of-way limitations plus policy constraints on transit operation in the AGREP render transit infeasible until the very last stages of Aliso Greenbelt development. Even then, there will need to be significant refinement to achieve a workable system, consisting of route changes, equipment detailing, revised operating policies, changes in transit route/trail/bikeway relationships or all of the above. Moreover, the concentration of high activity uses toward the periphery of the Greenbelt make the potential service level of a trans-Greenbelt transit somewhat tenuous. Finally, the fact that there may be significant delays in establishment of revenue producing uses as well as the possibility of scaled back revenue levels compared to the AGREP assumptions suggests that revenue to underwrite the transit system will be inadequate for the foreseeable future. In the meanwhile, the option to pursue this possibility remains open.

E. Phasing

Initial phases of Greenbelt implementation are triggered by pivotal events or improvements that allow or require other things logically to happen. Subsequent phases will involve increments of development which can be fiscally achieved because of progress in establishing revenue producing uses or allocations of HBPD funds to Aliso Greenbelt if it has a high priority vis-a-vis other parks at the time.

It is important to recognize that the phasing suggested here is dependent upon certain events that cannot be accurately predicted, hence timing and order will have to be adjusted accordingly. A major factor for which this is true is the Runoff Management Plan improvement schedule. Considerable design work and budgeting (including sorting out appropriate costs between the Aliso Viejo Company, The Flood Control District, The Harbors, Beaches and Parks District, The Aliso Water Management Agency and any other affected property owners) must be completed before construction can begin. This may force revision of

aspects of phasing which are dependent upon flood control structures, such as trail connections.

Because of their primary peripheral location (uses in the "core" area are exceptions), revenue producing uses and associated required improvements should be established as soon as acceptable agreements with leasees can be negotiated, irrespective of park development phase. As a practical matter, however, these uses are likely to lag behind park development.

County growth, particularly in Southeast Orange County will, as indicated in the Economic Analysis, be a major influence in the evolution of revenue producing uses. The relationship between growth levels and market threshold for revenue producing uses is only approximate; they should not be arbitrarily linked. One reason for this is that some entrepreneurs prefer to lead the market, thereby causing others to seek out their share of remaining potential. That should not be discouraged here. Nevertheless, a rough relationship to growth in the area is summarized in Appendix F. Its main value is to trigger a periodic review of revenue producing use potential. At a minimum, there should be a reassessment of revenue producing use opportunities every five years, using the services of a market analyst. Intermediate informal staff assessments can occur in conjunction with the Aliso Viejo Annual Monitoring Report.

1. Pre-Acceptance. As soon as possible, initial trail construction should be undertaken to begin drawing down the trail construction funds allocated by the Coastal Conservancy. This could either be 1) an initial equestrian trail link or staging area on the property already owned by the County (S and S dedication) or 2) pedestrian trail between Moulton Parkway and the AWMA Road, if an easement and license can be obtained from the Aliso Viejo Company immediately. The crucial ingredient is to initiate the first phase of construction prior to the end of fiscal year '83-'84.
2. Post-Acceptance. The first increment of work after acceptance of dedication is aimed at preparing the site for its long term enhancement and utility.

This would include the re-planting program; consolidation of all possible easement; and initial bike/pedestrian trail improvements between the

AWMA Plant, Aliso and Pecten Gateways (except for any sections that may be completed during the pre-acceptance period).

3. Completion of Pacific Access. Upon successful acquisition of easements for trail purposes through the Brown property, improvements should be made to link bike/pedestrian trails to the coast and make the first increment of runoff management improvements.
4. Southerly Community Park Establishment. As soon as plans are in place for the community park extending off South Loop Road, proceed with entry station, first increment of the ranger station, overnight and day camping in Aliso; picnicking in Aliso; next increment of runoff management improvements; special permit camping and picnicking in Wood Canyon; and equestrian trail from Aliso Gateway to Wood Canyon.
5. Equestrian Trail Link. Extend the equestrian trail from Wood Canyon to El Toro and, between Aliso and Pecten Gateways; complete next phase of runoff management improvements. If possible, tie in with establishment of equestrian center.
6. As Funding Permits. Complete runoff management improvements; complete all trails; expand camping and picnicking; complete parking, staging and ranger facilities.

F. Land Acquisition Program

The Greenbelt primary dedication coupled with adjacent dedications provides adequate acreage for the recreational and revenue producing uses proposed. The secondary dedication area will ensure reasonable edge treatment and transition between the Greenbelt and the Aliso Viejo Community.

It is highly recommended that all adjacent open space dedications be made to the County of Orange for administration by the Harbors Beaches and Parks District. A summary of all relevant land parcels appears in Appendix E of this report.

With the exception of three possible properties, no additional purchase acquisition is recommended.

1. Sheep Hills. This proposed 22 acre site has no active function in the revised concept plan. It

is a significant view site (to and from the Greenbelt). Its value as a view point is probably greatest to the residents of the Aliso Viejo community since they will have the most direct access to it. If, in the development review stage, design treatment is determined incapable of adequate protection of viewshed from within the Greenbelt and development related dedications are not sufficient to provide adequate buffers, then something less than the total parcel should be considered for purchase.

2. YMCA Site. This property should be traded for a parcel elsewhere in the Greenbelt. If possible, the arrangement should be for an irrevocable right of use with stipulated criteria rather than actual fee transfer (both ways). Failing that, a no-cash exchange should be negotiated. Two locations for the YMCA use are suggested: 1) on the Niguel slope just down canyon from the community park in the Aliso Gateway area, or 2) along El Toro Road near the southerly end of the dedication area.
3. Aliso Rock. While not an integral part of the Greenbelt proper, this small landmark is a visual accent marking the Pacific Gateway. When the access to Pacific Gateway is completed assessment of acquisition costs at that time should be explored. If reasonably priced, the property could then be purchased.

A special situation exists with respect to the Violett Brown property through which greenbelt access to the Coast Highway must be acquired. The most efficient way to handle bikeway and pedestrian access through the property is to incorporate trail improvements in an expanded flood control facility, benching the trails so that, in combination with low fencing, vertical separation between trail users and Aliso Creek Golf Course patrons can be provided. At the same time, increased peak flow flood control capacity can be achieved.

The long term possibility of transit linkage to Coast Highway would involve a much more complicated arrangement. It is highly recommended that this issue be resolved in connection with golf course expansion and re-design. Given the steady interest by the current owner to maintain the status quo, this is not likely to become a practical reality in the

future. In the meanwhile, the more feasible and immediate trail connection must be given high priority. Since even flood control easements are not legally defined through the property and flooding is a major concern to the property owner, it is recommended that the following approach be taken:

Negotiate an easement for flood control, bikeway and trail purposes of sufficient width to accommodate flood control, bikeway and pedestrian trail uses in exchange for selected up-streams flood control improvements and a long term option on sufficient acreage to provide for eventual golf course expansion. The option should definitely spell out the requirement that access expansion for transit use be a condition for actuating the option.

Other approaches are spelled out in Section V.B., additional land requirements.

G. Interjurisdictional Coordination

The most significant units of local government requiring close coordination are the City of Laguna Beach, the Aliso Water Management Agency and the Orange County Flood Control District.

1. Laguna Beach. Continuing liaison with the City should be maintained to resolve mutually acceptable solutions along the entire interface between the joint City/County boundary line affecting the greenbelt. It will be particularly important to coordinate City commitments for open space preservation within its existing boundaries with those being made by the County. All related issues should be reconciled before any single action is taken so that an optimum treatment of the Greenbelt/City of Laguna interface can be achieved.

Implementation of the Moulton Meadows local park site should be folded into a mutually acceptable program between the City and the County for resolving issues of common concern. It should be noted that the local park use desired by the City in the southerly portion of Moulton Meadows is quite consistent with this plan.

2. AWMA. The County and AWMA have many parallel interests in Aliso Canyon: access; flood damage

prevention; fire protection; security and compatibility of use. It is essential to coordinate Greenbelt improvement plans with AWMA in order to evolve a mutually beneficial program. A specific liaison assignment within the Open Space and Recreation Program Office should be made for this purpose.

3. Flood Control. While under the same overall County Administration as the Harbors Beaches and Parks District, close coordination with this Special District is crucial. Because of the importance of the timing, sequence, final design and sharing of financial burden with respect to the Runoff Management Plan Improvements, the District's advice should be sought at each phase in the plan implementation to assure proper treatment of these important facilities.

H. Financing

The financing implications of public acceptance and operation of the Greenbelt are detailed in Appendix B, Financial Feasibility Analysis. This is, in effect, an update of the Sanger Report Financial Analysis, predicated on a different mix of revenue producing uses. The basic message in comparing these two analyses has six points:

- 1) Maximum potential revenues are somewhat less than those originally estimated;
- 2) Annual operational and maintenance costs are substantially lower than initially estimated in the AGREP (see Appendix B for detailed explanation);
- 3) Probable capital costs are significantly lower;
- 4) The Harbors, Beaches and Parks District financial condition is considerably healthier than was anticipated in the immediate post-Proposition 13 period when the AGREP was prepared;
- 5) The range of possible income flows from revenue producing uses is likely to be somewhat narrower than estimated in the AGREP; and
- 6) The revenue flows will definitely begin considerably later after dedication acceptance than previously assumed. This is the most significant difference.

Table 1 summarizes the key figures from the Sanger Report (AGREP) and the Williams and Kuebelbeck Analysis accompanying this report (AGDP). Development and operations/maintenance costs are calculated on as directly a comparable basis as can be derived from the Sanger Report documentation. Revenue estimates reflect the differences in use mix between the two studies. In all cases, annual revenues exceed annual costs by a substantial amount, assuming establishment of all or most revenue producing uses. It should be emphasized that unforeseen costs, combined with the probability that not all of the revenue producing uses will occur, can be expected to narrow the gap. It should also be pointed out that acceptance of the offer of dedication is recommended even if no revenue producing uses were invoiced.

Table 1
COMPARATIVE COST SUMMARY

	<u>AGREP</u>	<u>AGDP</u>	<u>DIFFERENCE</u>
Capital Costs	\$835,600	\$440,400	-\$395,200
O&M Cost/Yr.	\$171,100	\$111,400	-\$ 59,700
Gross Revenue	\$827,900-	\$724,200-	-\$103,700 to
Yr./Full	\$1,032,600	\$742,700	-\$289,900
Development			
Maximum Net	\$656,800-	\$612,800-	-\$44,000 to
Revenue/Yr.	\$861,500	\$631,300	\$230,200

It is clear that the potential for federal funding of any portion of the Greenbelt disappeared with the demise of the proposed National Urban Park. Limited state funds, particularly through the Coastal Conservancy, may be available to fund certain implementation steps, particularly regional trail improvements. The \$341,500 originally allocated by the Coastal Conservancy is funding that should be tapped as soon as possible for trail construction. State bond money may be forthcoming in the future for special improvements.

For the most part, district funds augmented by revenues from Greenbelt leasees and parking will provide the operations and management budget.

I. Staffing

As indicated in Appendix B, total staffing at the development levels envisioned would be five, including a ranger, a maintenance ranger, a maintenance worker, a groundskeeper and a park attendant. Salaries would total \$99,000 per year.

J. Integration with Other Planning

The basic decision to result from this analysis is whether or not to accept dedication of the Greenbelt offer of dedication on behalf of the public. Acceptance of this report does not modify any adopted plans by any governmental entity. What it does do is point out the implications of accepting public responsibility for this land under conditions that now realistically prevail.

It is also important to maintain integration of this plan with ongoing regional transportation efforts. Of particular note is the planning for the San Joaquin Hills Transportation Corridor. It is imperative that acceptance of any phase of dedication not prelude or impede establishment of this Corridor facility and related improvements. While it is preferable to locate Park and Ride areas within transportation right-of-way, it may be necessary to accommodate some Park and Ride space accommodation in gateway areas. Transit stops are highly recommended in the gateways.

It would be appropriate to begin implementing portions of the GDP that are consistent with other currently adopted plans. As time permits and circumstances warrant formal amendment to adopted plans, action to do so should be scheduled by the appropriate unit in EMA.

Candidate plans for such attention include: all Aliso Creek Local Coastal Program segments; the South Laguna Local Coastal Program and the Orange County Master Plan of Riding and Hiking Trails.

Moreover, there is a need to closely monitor adjacent land use proposals in both the County and the City of Laguna Beach to insure that proper interface with the Greenbelt is achieved. In addition, ongoing project planning activities by County agencies must likewise be carefully coordinated. The Plan does contain some flexibility but should nevertheless be implemented with insight gained by the Open Space and Recreation Program Office during this study.

K. Plan Monitoring and Refinement

This plan is an opportunity plan. It provides for some choices in implementation, yet still achieving consistency. At the same time, it directs even more aggressive pursuit of the restoration and enhancement purposes that motivated the original Aliso Viejo General Plan Amendment and the AGREP.

Nevertheless, the Plan deserves and requires sufficient regular review so that it can remain on track. This can be accomplished by EMA Staff with insight gained from the annual Aliso Viejo monitoring report, assisted by AGMP Task Force members as required.

V. SHORT TERM IMPLEMENTATION PROGRAM

A. Ownership

1. Options

Five potential ownership options were discussed in the Sanger Study: the Federal Government; the State Government; the Coastal Conservancy; the County of Orange and a non-profit corporation. Subsequently, the Aliso Viejo Community Association (AVCA) and the established County Service Area (CSA 25) were identified as possible owners and managers of the property. All but two of these options, the County and AVCA, are eliminated from consideration for the following reasons:

The federal government's role was eliminated with the demise of the National Urban Park proposal.

The state's role is out of the question because it clearly has other priorities in Orange County and elsewhere.

The Coastal Conservancy is not equipped to deal with long term management responsibilities. The nature of the concept plan in its present form requires sustained, consistent, long term attention in order to work.

A non-profit corporation is rejected for the same reason as described in the Sanger Report: it cannot be sufficiently responsive to general public interest as well as localized community concerns.

The County Service Area (CSA) is not recommended because it has the local scale limitations of the Aliso Viejo Community Association but not the broad powers. If this localized approach were to be taken, the AVCA would be a superior choice. If County Management were preferred, incorporation in the Regional Park program and management structure would be more effective than use of a localized County Service Area. In effect, the two options identified above are both stronger than the CSA as ownership/management vehicles.

2. Aliso Viejo Community Association (AVCA).

a. Advantages.

- 1) The powers of this organization are very complete, allowing it do almost as much as a City is empowered to do. Total management capability potential is feasible, although it only partially exists now.
- 2) Management by the AVCA would facilitate close coordination with the development of the Aliso Viejo Community, particularly with respect to the open space and recreation areas directly serving that community.
- 3) Financial support for the operation of the organization and its activities related to the greenbelt would directly and indirectly be provided by the Aliso Viejo Company, thereby relieving the Harbors, Beaches and Parks District of some financial burden, both during the start-up period and during the long term.
- 4) There is likely to be considerable focusing of interest and attention on the greenbelt development and operation because of its proximity to the community and consequent identity with the community as well as impacts on it.
- 5) Although the Greenbelt is regional in many of its functions (camping, picnicking, trail usage, some revenue producing uses) it is probable that a significant proportion of use will be by those who live in adjacent communities. The AVCA constituency, once the community is more completely developed, will tend to be representative of the needs and interests of these users.

b. Disadvantages:

- 1) The organization is not regional in either orientation or powers, though the Greenbelt would perform significant regional recreation functions and involves numerous properties other than the Aliso Viejo dedication.
- 2) This function would place a burden on local property owners to support regional functions and users, in part because the

AVCA may not be eligible or as competitive as the County in receiving grant monies.

- 3) Its community focus would subject the Association to constant challenge of its ability to distinguish between regional and community priorities and, perhaps, between the Aliso Viejo Community and other adjacent communities.
- 4) Integration with adjacent regional facilities such as Laguna Niguel Regional Park and the potential Sycamore Hills Regional facility would be more difficult than under County HBPD administration.
- 5) The Association does not have the full capability to exercise the police power with respect to land use regulation, which may produce complications with respect to revenue producing uses.
- 6) The organization is not yet operational on a scale that would facilitate attention to a responsibility as challenging as management of the greenbelt.
- 7) Particularly at the outset, real or imagined influence of the Association and its greenbelt responsibilities by the Aliso Viejo Company would be very likely to generate credibility problems.

3. County of Orange Harbors, Beaches and Parks District (HBPD).

a. Advantages

- 1) The HBPD has a regional orientation and direct relationship to the County's land use regulatory power that is appropriate to the scale and function of the greenbelt.
- 2) The HBPD is experienced in management of such facilities and has both staff, funding and access to other necessary special capabilities (design, legal, real estate, planning) enabling the district to accomplish both the initial and ongoing work required.

- 3) The District is in a position to integrate greenbelt development and operations with other related regional facilities.
- 4) Because of its broader geographic responsibilities it is in a better position than a more localized entity to reconcile issues involving a wide spectrum of governmental, community association and citizen concerns or conflicts.
- 5) The County has been the prime organization shaping the fate of this area over many years and is best able to maintain continuity.
- 6) Potential revenues from revenue producing uses will accrue to the benefit of the general county taxpayer.

b. Disadvantages

- 1) The County has responsibility for a vast regional park and facilities system, thus exposing the greenbelt to risk of uneven attention because of competing priorities.
- 2) The complexity of the County organization requires an unusual degree of coordination in order to carry out its greenbelt management responsibilities; a level beyond that which has prevailed in the past (it should be noted that, in this respect, Aliso Greenbelt differs from other regional park sites only in the extent and diversity of proposed revenue producing uses. Otherwise, it is basically another regional park.
- 3) Costs will be borne by District taxpayers, all of whom will have access and use rights but most of whom will not use the greenbelt.
- 4) Interface with the local facilities in the Aliso Viejo Community will be more difficult than under AVCA administration.

4. Recommendation

It is recommended that the County of Orange accept dedication and transfer the majority of the property to the Harbors, Beaches and Parks District as part of its regional park inventory in accordance with the current Master Plan of Regional Parks. Exceptions to this recommendation are discussed below.

It is acknowledged that there are arguments favoring Aliso Viejo Community Association ownership and management as well as Harbors, Beaches and Parks District ownership. On balance, the match between the dominant regional nature of the facility and the regional character of the HBPD is persuasive. The County's regional park program is uniquely successful and benefits from a long evolution to the current capability to administer the program.

Moreover, because of the strong tie between the Aliso Viejo dedication and adjacent lands already dedicated to the County or very likely to be as development approvals occur, it makes sense to incorporate the entire block of land into a single management unit.

It is recommended that three portions of the primary dedication area not be accepted at this time. They are: 1) the portion of El Toro ridge northerly of the San Joaquin Hills Transportation Corridor; 2) the Edison Company easement westerly of Aliso Creek (outside the Pecten Reef parcel); and 3) the parcels of land between Pecten Reef and Aliso Creek Road extension in the Aliso Valley. These areas are more directly related to the Aliso Viejo Community and, except for regional trail linkages through the Aliso Valley, have little functional relationship to the Greenbelt property. At such time as the Aliso Viejo Community Association expresses an interest in taking over their management, but in any case prior to the acceptance deadline, it is recommended that dedication be accepted by the County and transferred to the Aliso Viejo Community Association. This phase of acceptance could occur in increments, although it would be preferable to accomplish the transfer in a single action.

B. Additional Land Acquisitions

No parcels are essential for acquisition concurrent with dedication acceptance. See Appendix E for a summary list of all parcels involved in the Greenbelt.

Three parcels (Sheep Hills, YMCA site and Aliso Rock) are discussed in Part III of this plan as areas of potential acquisition through dedication, trade or, if absolutely necessary, purchase.

Two easements are essential to acquire at the earliest possible time: 1) a trail access easement through the S and S open space dedication area south of Aliso Creek, and 2) an easement for trail purposes adjacent to Aliso Creek through the Violett Brown property to connect to the Aliso Beach inland parking area.

Initially, as discussed in Part IV, the only easement required through the Brown Property would be for bike-way and pedestrian purposes. An additional vehicular easement would be required when a transit connection becomes realistically feasible. Since this will be so far into the future there is no need to resolve that issue now. It would only be practicable in connection with golf course expansion and redesign. It must however, be part of the negotiations as previously discussed.

There are several ways to achieve the necessary arrangements regarding the Brown property. One would be to simply condemn the necessary easement(s) and proceed to acquire them. This is the least desirable approach and should not be necessary. A second is to negotiate a trade in exchange for upstream flood protection improvements and channel improvements to mitigate storm runoff damage to the Aliso Creek Inn and Golf Course. A third is to negotiate a more extensive trade for a long term option on the greenbelt golf course expansion area. This could include the bikeway and pedestrian easement immediately and a future offer of dedication for vehicular access to be activated only after the current owner no longer has an interest in the property. A fourth option would be for the County to buy the entire property, redesign and expand the golf course, install the necessary access facilities and lease the facilities to the current or subsequent operators. This approach is believed to be least likely, at least during the foreseeable future, and has not been considered in cost revenue calculations in the Fiscal Feasibility Analysis.

All other adjacent properties other than Aliso Viejo Company holdings from which existing or potential open space and trail dedications are required are listed in Section II.

All dedication exclusion areas from the Aliso Viejo Company should be properly conditioned to provide for necessary trail, access or staging area easements in accordance with the plan.

An additional parcel merits special attention. A potential elementary school site of approximately 13 acres is part of the exclusion area set aside for school purposes. The site is in the Laguna Beach Unified School District. It is possible that the site will not be needed for school purposes. If so, it will revert to Aliso Viejo Company's clear ownership and will not be part of the dedication. It is planned for open space use and could be a valuable adjunct to the proposed greenbelt uses along El Toro Road. In the event this parcel is not used for school purposes it should be considered as a potential acquisition in accordance with the County dedication option described in Section 3.03 of the offer of dedication.

C. Dedication Timing

The deadline for dedication acceptance is April 24, 1994. Failure to accept the land on or before that date will void the offer.

A significant amount of land is excluded from the 3400 acres for dedication to allow for a golf course; local parks (neighborhood and community); school sites; road, flood control and public and utility rights-of-way. Local parks and school sites must be defined by mutual agreement between the Aliso Viejo Company, the County and, where necessary, the appropriate School District prior to March 1, 1984.

A variable width band of land borders the primary dedication area. This secondary dedication area will be the territory within which the exact boundary between the greenbelt and adjacent development is finally determined as plans for individual developments are processed. Adjustments of acreage here will also insure achievement of the minimum 3400 acre total dedication. This portion of the dedication area is not involved in the question of when the primary dedication area is accepted.

The offer of dedication agreement provides for at least a six month period between the County's notification of intent to accept dedication and actual recordation of acceptance and formal transfer of ownership. This allows time for the Aliso Viejo Company to adjust its use of the property without undue disruption.

The recommended timing of acceptance is dictated mainly by the nature of the concept plan. It is an opportunity plan from the standpoint of establishing revenue producing uses. These uses will not occur immediately and it will require sustained attention to facilitate the earliest possible establishment of these uses. From the standpoint of its recreation and habitat protection features, the plan also can benefit significantly from early preparation for longer term use and enhancement. This is most significant with respect to the aggressive planting program envisioned.

The evolution of the greenbelt is closely related to the development around it, particularly within the Aliso Viejo Community and on the ridge between the greenbelt and Laguna Canyon Road. The process for coordinating Aliso Viejo Community Development with the Greenbelt is well established in the offer of dedication by means of the Phase Two (secondary) dedication area. There is considerable strategic advantage to having the greenbelt in public ownership before other adjacent private plans and development proceed any further so the most effective interface with Aliso Greenbelt can be achieved.

Finally, there is an advantage to early acceptance in being able to program expenditure of the remainder of the Coastal Conservancy Trail Grant not already expended by the time acceptance is completed. Additionally, the County will be in a position to actively seek other grant funds, particularly those for which Coastal Zone location is an important qualifying feature.

Accordingly, it is recommended that the greenbelt offer of dedication be consummated at the earliest possible date. The notice of intent to accept should be executed immediately upon completion of the required Harbors and Navigation Code hearing.

D. Public/Private Implementation Program

A decision to accept the offer of dedication will set a number of actions in motion. This section describes the roles and responsibilities for carrying out the necessary actions. The vast majority of actions involve the County of Orange through its various districts and agencies.

1. Acceptance

- a. Action: Approve this plan and schedule Harbors and Navigation Code hearing a minimum of 30 days in advance of hearing date.

Timing: Upon receipt of recommendation from Harbors, Beaches and Parks Commission.

Responsibility: Board of Supervisors (with EMA support).

- b. Action: Determine acceptable period for transition of ownership (minimum of six months).

Timing: Upon receipt of notice of acceptance.

Responsibility: EMA/Open Space and Recreation Program Office and Aliso Viejo Company.

- c. Action: Prepare notice of intent to accept offer of dedication.

Timing: Immediately upon Approval of this plan.

Responsibility: EMA/Open Space and Recreation Program Office (OS/REC) Aided by County Counsel.

- d. Action: Adopt resolution of intent.

Timing: Concurrent with Harbors and Navigation Code hearing.

Responsibility: Board of Supervisors (with EMA support).

- e. Action: Initiate activities to close down present owner operations.

Timing: Upon receipt of notice of acceptance.

Responsibility: Aliso Viejo Company.

- f. Action: Record acceptance of greenbelt dedication.

Timing: As adopted in d. above.

Responsibility: GSA Real Estate Services.

2. Administration

- a. Action: Identify Aliso Greenbelt Management Plan (AGMP) task force as continuing coordinative mechanism for Greenbelt implementation under EMA direction.

Timing: Concurrent with adoption of notice of intent.

Responsibility: EMA OS/REC to prepare materials and Board of Supervisors to approve.

3. Plans

- a. Action: Finalize precise trail locations. This should be done in such a fashion as to satisfy a portion of the County's outstanding CEIP contractual obligation.

Timing: As soon as possible.

Responsibility: EMA Advance Planning in coordination with EMA OS/REC.

- b. Action: Design initial phase of improvements.

Timing: As soon as possible after trail locations are finalized.

Responsibilities: EMA/Public Works Design.

- c. Action: Design and prepare planting program.

Timing: In time for initiation immediately after dedication acceptance if at all possible. Failing this, initiate a first increment at the earliest possible time. This should be done in such a fashion as to satisfy a portion of the County's outstanding CEIP contractual obligation.

Responsibility: EMA/Public Works design with biological and/or landscaping consultation if required.

4. Budget

- a. Action: Incorporate operation and maintenance funds in fiscal year 1984/85 budget.

Timing: As early as possible.

Responsibility: EMA/OS/REC.

- b. Action: Establish Flood Control/Runoff Management Improvement budget based on the Aliso Viejo refined Runoff Management Plan.

Timing: Immediately after dedication acceptance.

Responsibility: EMA/US/REC in coordination with the Road/Flood Program Office, Aliso Water Management Agency and the Aliso Viejo Company.

- c. Action: Verify scope and adequacy of Aliso Greenbelt improvements in the HBPD five year capital projects expenditure plan.

Timing: In time for fiscal year 1984/85 budget cycle.

Responsibility: EMA/OS/REC.

- d. Action: Identify potential Coastal Conservancy and State bond funds for Aliso Greenbelt improvements by tracking grant program developments.

Timing: In conjunction with capital projects plan refinement and continually thereafter.

Responsibility: EMA/US/REC in conjunction with Coastal Conservancy staff.

5. Property

- a. Action: Review and approve exclusion areas, including negotiation of necessary easements required for County vehicular access and trails.

Timing: Immediately.

Responsibility: EMA/OS/REC in coordination with GSA/Real Estate Services, the Aliso Viejo Company and appropriate school districts.

- b. Action: Negotiate easements per the plan for S and S and Brown parcels.

Timing: Begin negotiations as soon as the notice of acceptance is adopted.

Responsibility: EMA/OS/REC and GSA/Real Estate Services with Coastal Conservancy assistance as required.

- c. Action: Negotiate trade with YMCA.

Timing: As soon as possible after notice of acceptance is adopted.

Responsibility: EMA/OS/REC and GSA/Real Estate Services.

APPENDIX A
AGRICULTURAL FEASIBILITY



AN AGRICULTURAL
FEASIBILITY ANALYSIS FOR THE
ALISO GREENBELT

EXECUTIVE SUMMARY

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INTRODUCTION

This executive summary presents the major findings of CIC Research, Inc., in an evaluation of proposed agricultural uses in the Aliso Greenbelt. The complete research document on which this summary is based is presented under separate cover to The Planning Center of Newport Beach, prime contractor to the County of Orange for the Aliso Greenbelt Refined Management Program.

PURPOSE OF THE STUDY

The purpose of this study is to ascertain the feasibility of proposed agricultural uses in the Aliso Greenbelt in southern Orange County and the extent to which such uses could generate income for development of other Greenbelt uses. Findings of the study include a resource and economic assessment of a proposed row crop operation and a vineyard and small winery, and are intended to be the agricultural source component of the development/operations plan for the Aliso Greenbelt Management Program.

BACKGROUND

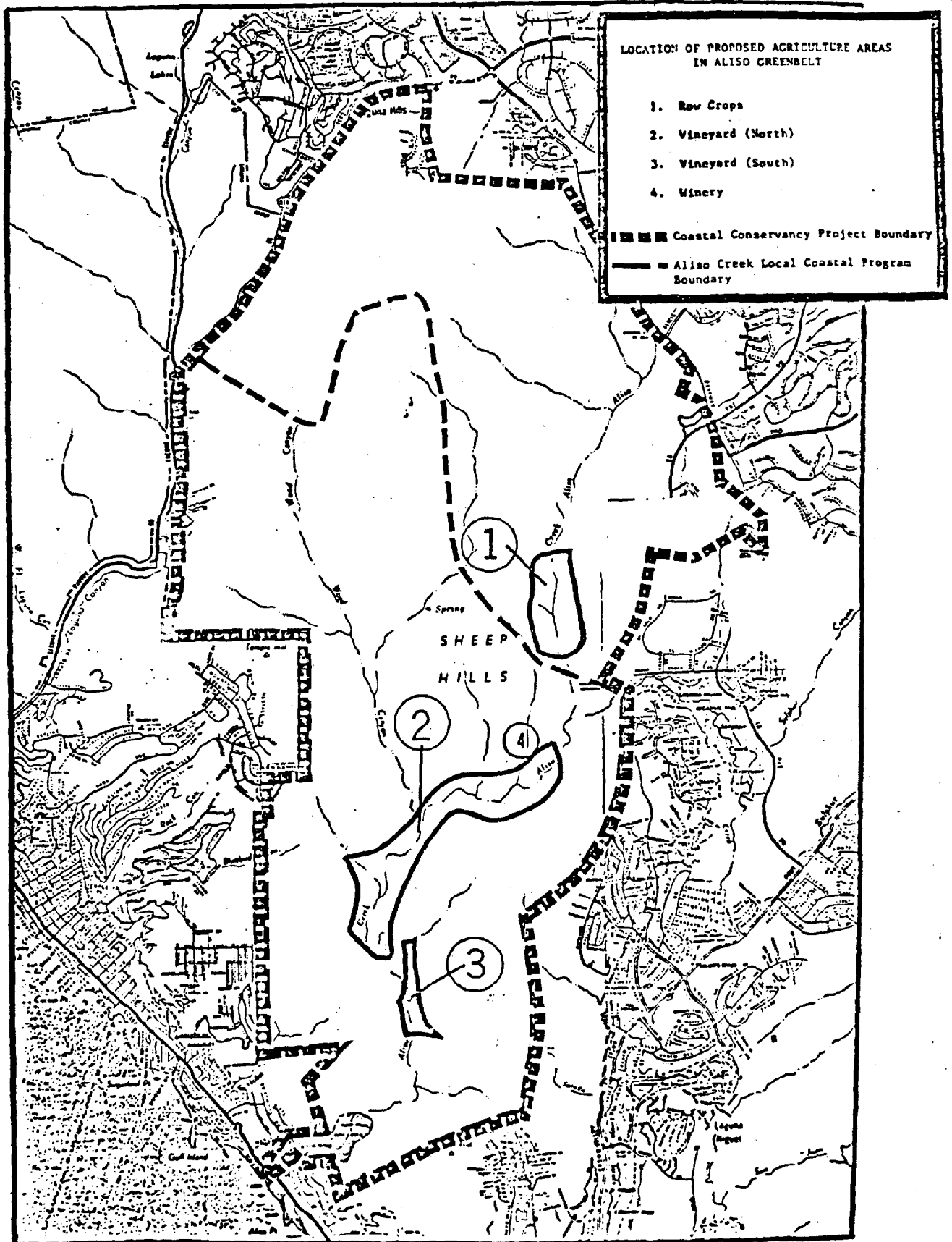
The Aliso Greenbelt Management Program, developed for the California Coastal Conservancy by John M. Sanger Associates (July 1979), outlined the possibility for two agricultural operations. Row crops were designated for 150 acres south of the

proposed extension of Oso Parkway and west of an extension of Alicia Parkway. The second agricultural use was identified as a vineyard to produce wine grapes. The two vineyard sites, which would encompass 200 acres, and the row crop area are illustrated in Figure 1. A winery is also proposed for the Greenbelt and would be located on 10 acres north of, and adjacent to, the vineyard.

At a time when the process of converting open space and agricultural land to urban uses would leave coastal Orange County with few areas with those aesthetic environmental qualities which attracted urbanization to the region, the Aliso Greenbelt provides a unique example of resource conservation. Simultaneously, fiscal constraints require that some Greenbelt uses contribute economically to the overall project. The agricultural uses have been promoted as such revenue-generating uses.

In view of the vast amount of agricultural land converted to urban uses for economic gain, the idea that the Aliso Greenbelt would contribute substantially to the financial feasibility of the project has been called into question. The feasibility of suggested agricultural uses must be demonstrated before the County can plan for any income from that source. Thus, the analysis must also identify a reasonable economic return to the land.

FIGURE 1





STUDY FINDINGS

A thorough evaluation of the site's resources, expected production methods, and market trends was performed to obtain base-line data and refine the study methodology. From this basis, field sizes were determined and the suitability of soils, climate, water quality, etc., were evaluated for each crop or crop category under consideration. Thus, the methodological approach was tailored to evaluate the resources and agricultural economics on a site-specific basis. Conclusions and recommendations, however, are sometimes given in qualitative form or numerical ranges to avoid specific judgements that cannot be made until certain actions are taken. These include provision of an agricultural infrastructure and planning decisions for inclusion of buffers between agricultural and urban uses. Because this report is meant as an input to the planning process for these decisions, results were placed in the context of assumptions that would support the eventual development of agriculture, presupposing County support for agricultural uses.

The findings of CIC Research, Inc., include, but are not limited to, the following:

- The proposed agricultural uses, i.e., row crop farming and vineyards, are potentially viable from both a resource and an economic standpoint.
- A major drawback to the operation of either concern is the lack of suitable land for cultivation. Detailed investigation into flooding potentialities and soil characteristics reveal approximately 75 acres available

for grape production and 81 acres for row crops. This is a significant reduction from the previously estimated 200-acre vineyard and 150-acre row crop site.

- The climate would favor production of either grapes or row crops. However, selection of which row crops to grow is more dependent on market conditions than on climate. A selection of nine of Orange County's abundantly cultivated row crops was chosen for resource suitability to demonstrate the economic viability for the site.
- Of the nine crops studied, four were determined to be able to provide an economic return high enough to produce a return to the land. The major reason the five other crops could not sustain a reasonable return to the land was the high cost of agricultural water in the Moulton Niquel Water District. The cost of MNWD water at \$288.80 per acre-foot is 2 to 2.6 times higher than agricultural water rates in other Orange County water districts.
- The potentially viable crops for the study site are strawberries, cauliflower, lettuce, and cabbage. These commodities would consistently return an annual profit beyond all costs (except land) and an income to the farm operator based on farming methods, costs, and prices common to the region.
- The climate of the vineyard sites was found to be too cold for production of raisin or table grapes. Four wine grape varieties were selected to demonstrate the feasibility of the vineyard. These varieties (Chenin blanc, Sauvignon-blanc, French Colombard, and Cabernet-Sauvignon) were chosen for resource suitability, yield and price.
- Significant vineyard development costs, including fencing, leveling, and an irrigation system, coupled with high water costs, are partly responsible for an excessively high cash requirement. When this adverse cost structure is combined with the relatively low prices Southern California vineyards receive, it is clear that the vineyard could not operate without some type of subsidy. This could be provided by the winery which could buy the grapes on the vine and pay harvest costs, or through a rent subsidy. Thus, a vineyard is not recommended for the Aliso Greenbelt without some additional means of support.

- A winery would be the most economically viable agriculturally-related use for the Aliso Greenbelt. When purchasing grapes from the adjacent vineyard, it could produce an 18.9 percent return on investment. Subsidizing the vineyard by paying harvesting costs and financing the vineyard's first years of operation reduces this rate to 10.4 percent. Further, if the vineyard and winery were operated as a single entity, the consolidated rate of return would fall to 8.5 percent. At this level, it may be difficult to find an investor(s) to develop the business.
- Under the assumptions of the study, the row crop land could rent for approximately \$500 per acre annually; the winery is able to pay \$1,350 per acre annually and produce the stated returns; and the vineyard would pay no rent but could subsist economically. In this case, the vineyard would not be contributing any return on investment.
- The above rental rates are based on study results which take into account the existence of a competitive supply of agricultural land. However, the County may receive higher or lower bids than those determined by the study due to changes in demand/supply conditions and growers' relative perceptions of the value of the land.
- In order to have a profitable vineyard and winery operation, a reduction in the vineyard size to 15 or 20 acres should be made. At this level, the winery is supporting a smaller "loss-leader" while it buys most of its grapes from other vineyards. The preferred operator is a winery with an established reputation and product line. Such a tenant could begin selling wine (and produce income for the County) long before a new venture could become productive.

APPENDIX B
FINANCIAL FEASIBILITY ANALYSIS

COST/REVENUE ANALYSIS AND MARKET ANALYSIS
ON PROPOSED REVENUE PRODUCING LAND USES
ALISO GREENBELT DEVELOPMENT PLAN

Prepared For:
THE PLANNING CENTER

October 11, 1983

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TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION AND SUMMARY	1
II. DESCRIPTION OF PROPOSED USES	2
A. Recreational Uses	2
B. Revenue Producing Uses	3
III. GREENBELT DEVELOPMENT COSTS	5
IV. GREENBELT MAINTENANCE COSTS	7
V. REVENUE PRODUCING USES	7
VI. MARKET FEASIBILITY AND PHASING OF COMMERCIAL LAND USES	15
Term Market Potential	16
B. Estimating Future Market Potential	20
C. Possible Future Market	21
VII. COMPARISON OF COSTS AND REVENUES WITH THE ALISO GREENBELT MANAGEMENT PROGRAM	22
VIII. HBPD FUNDING CAPACITY	24

APPENDIX

LIST OF TABLES

<u>No.</u>		<u>Page</u>
1	Development Costs for Aliso Greenbelt	6
2	Annual Operation and Maintenance Costs	8
3	Potential Revenue Generated by Individual Greenbelt Uses	9
4	Potential Revenue from Hotel Land Lease	11
5	Potential Revenue from Equestrian Facilities	12
6	Potential Revenue from Vineyard/Winery Lease	13
7	Characteristics of Selected Equestrian Facilities, Orange County and Nearby, May-Juen 1983	17
8	Comparison of Costs and Total Revenues From AGMP and AGDP	23

I. INTRODUCTION AND SUMMARY

The proposed recreational facilities and uses and the revenue producing uses of the Aliso Greenbelt Development Plan (AGDP) have been analyzed in regard to the magnitude of the potential cost-revenue balance incurred by the County of Orange Harbors, Beaches and Parks Department (HBPD). The AGDP proposes minimal, low intensity recreational uses consisting of biking, hiking and equestrian trails, a small nature center with exhibits, and camping and day picnicking areas. These uses are to be provided when the greenbelt initially opens. No additional uses have been recommended for future development.

Nine revenue producing land uses are suggested for consideration in the greenbelt. These include but are not limited to the following: concessions, conference center, equestrian center, farmer's market, golf course, hotel, restaurants, a swap meet and a winery/vineyard. The potential to achieve any one of these uses is discussed in the market feasibility section of this report. In all cases, commercial facilities would be provided by the private sector on land ground leased from HBPD.

The results of the cost-revenue analysis are the following:

- Capital costs for development as proposed would total \$678,900, exclusive of run-off management, fuel modification and any proposed planting program.
- Annual maintenance of the greenbelt approximates \$136,600 based on the recreational uses proposed and the staffing and equipment needs of the managing park district.
- In the event all proposed revenue producing uses that appear to be feasible in the future were developed, ground lease revenues and user fees could reach \$742,480 annually.

- At present and in the near term, none of the revenue producing uses are feasible from a market feasibility point of view. Until the development of Aliso Viejo is well underway, there is no primary market area for commercial uses. As such, there are no offsetting revenues for greenbelt development or operations in the next five years.

II. DESCRIPTION OF PROPOSED USES

A. Recreational Uses

The intent of the development plan is to enable the County to accept the greenbelt, to keep it in its natural state, and to provide public access to a low intensity, passive park experience of few remaining natural coastal canyons. The uses to be developed in the greenbelt after acceptance of the dedication offer would include a ranger station; a nature center; hiking, biking and equestrian riding trails; day picnic accommodations for 225 persons; overnight camping sites for 40 persons; and two special permit camping areas for groups of up to 20 persons. This results in ten individual hike in sites; eight group campsites, and 45 day picnic sites. The trail lengths as proposed overlap to some extent but involve construction of 21.4 miles of trails.

There would be no vehicular access to the greenbelt though the AWMA road would remain and trails would be accommodated along it. Other dirt and paved trails would be provided along both existing and new alignments. All picnic and campsites would provide tables, grills and portable restrooms per design, capacity and acreage parameters of U.S. Forest Service Level 2 camping facilities. No utilities would be extended into the greenbelt, at least in its early years prior to development of the Aliso Viejo community. Portable toilets would service camp areas and the ranger station. A centrally located water tank would provide drinking water to park users.

B. Revenue Producing Uses

The revenue producing uses analyzed in the March 25, 1983 Williams-Kuebelbeck & Associates, Inc.'s memorandum, "Market Feasibility of Tourist Commercial Uses Proposed for Aliso Greenbelt," and additional uses suggested in the AGDP would have the following characteristics based on the specific location the greenbelt provides these uses and on industry characteristics.

1. Concession Stands - The greenbelt could support a stand at the main entry way. Typically, this would sell snacks and beverages and limited sundries, and would rent items such as bicycles.
2. Equestrian Boarding and Rental Facility - This would provide boarding for 100 horses, a small training and teaching area and a rental string of about 10 to 15 horses. The site is presently available along El Toro Road.
3. Equestrian Center - A minimum capacity of 200 horses is required. A 250-horse center would need at least 17 acres and would provide major show facilities, dressage, hunting and jumping, tack shop, small restaurant and a 15-horse rental string to begin with. The facility would best be located at the elementary school site in the Laguna Beach Unified School District in the event the District does not need it.
4. Farmer's Market - A facility of approximately 2,000 square feet would house a market such as the one in Irvine along the Santa Ana freeway. It is proposed to be located at Pecten Reef, adjacent to the hotel.
5. Golf Course - This is proposed as a nine-hole extension of the existing Ben Brown's golf course.

6. Hotel - A business-oriented commercial hotel is proposed at the Pecten Reef site. This represents the only hotel site available in the greenbelt as it fronts a major access road and is proximate to the business park development of Aliso Viejo. A 350-room hotel would service the business person requiring overnight facilities in Aliso Viejo. It would have one or two restaurants, meeting rooms, a gift shop and amenities such as a pool, spa and possibly tennis courts. Five acres at Pecten Reef are available and are sufficient.
7. Restaurants - One would be located in the hotel. Another is proposed near the gateway of the greenbelt, adjacent to residential development. The site would have a ridge top view of the greenbelt and require about 1.5 acres. It would primarily serve luncheon business from the Aliso Viejo business park and dinner guests from there and the surrounding residential area.
8. Swap Meet - A 10-acre parcel currently owned by the County is the proposed site for the swap meet. It is surrounded by non-greenbelt uses but does not have visibility or access for other commercial uses. It would require paved parking for at least 500 cars and a main building with toilet facilities and an office.
9. Winery/Vineyard - This use has been analyzed in a separate document. Its location is proposed at the Cove area beyond the entry to the greenbelt. A point to note, however, is that any proposed commercial or retail use is dependent on traffic and visibility. Hence, until there is public vehicular access to the site, this development should not be considered.

III. GREENBELT DEVELOPMENT COSTS

Capital costs to provide the uses proposed for the greenbelt are provided in Table 1. Total costs in 1983 dollars are \$678,872. The largest expense is for trail development which costs \$302,040. General costs to staff and equip the staff and office are \$248,700. The campsites cost \$66,416. Their per unit costs have been provided in the event that additional sites are considered for development.

These costs were developed based on some refinement of the proposed concept plan. They do not include any infrastructure development because the plan is for low intensity uses and costs of infrastructure are prohibitive. Once the surrounding community has developed, it may be reasonable to hook into its infrastructure should it become necessary for future greenbelt uses.

No costs are estimated for fuel modification or any specific planting needs because they are as yet undefined. Additionally, there are no costs of potential required participation in the Aliso Viejo Run-Off Management Plan, which controls run-off from the surrounding future communities that impacts Aliso and Wood Canyons. If the HBPD were to accept the dedication offer of the greenbelt, it would most likely be required to participate in the plan's costs to some extent.^{1/} The share of participation and the cost of the plan are unknown at present, and determination of the former is likely to require a substantial amount of time. As such, it is important to recognize that the costs in Table 1 represent only general costs of providing facilities in the greenbelt. Actual development costs will be significantly higher with participation in the Run-Off Management Plan. Costs for fuel modification and planting will also add to total development costs.

^{1/} Discussion with The Planning Center.

Table 1
DEVELOPMENT COSTS FOR ALISO GREENBELT
(in Constant 1983 Dollars)

<u>Item</u>	<u>Unit Cost</u>	<u>Total Cost</u>
<u>Campsites</u>		
18 Overnight Sites ^{1/}	\$1,082	\$ 19,476
45 Day Use Sites ^{2/}	\$ 932	41,940
Water Tank	\$5,000	<u>5,000</u>
Subtotal		\$ 66,416
<u>New Trails</u>		
Bike - 21,000 l.ft.	\$13.50	\$283,500
Hiking/Equestrian - 34,000 l.ft.	\$ 0.29	9,860
Hiking - 19,000 l.ft.	\$ 0.29	5,510
Equestrian - 13,000 l.ft.	\$ 0.29	<u>3,770</u>
Subtotal		\$302,040
<u>General Development</u>		
Ranger Station - 1,200 sq.ft.	\$60.00/sq.ft.	\$ 72,000
Pad Preparation	\$10,000	10,000
Entry Parking - 100 cars ^{3/}	\$1.00/sq.ft.	35,000
Booth and Gate		5,000
Vehicle Barrier		700
Trucks - 2	\$ 9,000	18,000
Tractor - 1	\$34,000	34,000
Tools and Equipment	-	2,000
Maintenance Yard - 10,000 sq.ft.	\$1.00/sq.ft.	10,000
Shed - 600 sq.ft.	\$20.00/sq.ft.	12,000
Nature Center - 1,000 sq.ft.	\$50.00/sq.ft. ^{4/}	<u>50,000</u>
Subtotal		\$248,700
Total Costs		\$617,156
10 Percent Contingency		<u>61,716</u>
Grand Total		<u>\$678,872</u>

^{1/} Costs include site preparation at \$632, table at \$300 and grill at \$150 for each of 10 individual sites and 8 special permit sites.

^{2/} Costs include site preparation at \$632, table at \$300 and portion of bike rack at \$100.

^{3/} 350 square feet per car.

^{4/} Includes interiors.

Source: County Harbors, Beaches and Parks; U.S. Forest Service; County General Services Administration; Lidyoff/Hourian; The Planning Center; Williams-Kuebelbeck and Associates, Inc.

IV. GREENBELT MAINTENANCE COSTS

The major annual maintenance costs for the greenbelt are listed in Table 2. They total \$136,560 per year based on information provided by the HBPD. The major costs, for personnel who would operate and be responsible for general maintenance of the greenbelt, would be \$98,940. Equipment annual maintenance costs are \$14,940. In addition to general campsite maintenance costs, the number of proposed campsites incur costs of \$11,280 to service toilets, remove trash and provide new trash cans. The trails incur an additional maintenance cost of \$11,400 for both new and existing paved and unpaved trails.

Additional annual costs for the greenbelt would occur for any natural or man made destruction of facilities or land, budgetary items such as ranger clothing, travel expenses, and other capital developments not included in Table 1.

V. REVENUE PRODUCING USES

The amounts of annual ground lease revenue that could be expected from proposed commercial revenue producing land uses in the greenbelt are summarized in Table 3. Each use should be considered individually; however, in the event that all uses did occur at some future time, the total revenue to HBPD could range from \$724,200 to \$742,680.

Each use and the parameters determining potential revenues are discussed below.

1. Parking Fees - One parking lot at the main entry would be pay parking controlled by a coin and card operated gate and staffed on weekends and holidays. The fee would be \$1.00 and the lot would hold 100 cars. It is expected that once the park has been open for several years a maximum annual use would be 80 percent of capacity. Thus, the lot would generate \$29,200 of fees per year.

Table 2
ANNUAL OPERATION AND MAINTENANCE COSTS
ALISO GREENBELT
(in Thousands of Constant 1983 Dollars)

	<u>Unit Cost</u>	<u>Total Cost</u>
<u>Campsites</u>		
Portable Toilets per Site ^{1/}	\$120.00	\$ 7,560
Trash Can per Site	\$ 35.00	2,205
Trash Disposal per Campground	\$505.00	<u>1,515</u>
Subtotal		\$ 11,280
<u>Trails</u>		
Paved - 8.9 miles	\$1,000.00 per mile	\$ 8,900
Unpaved - 12.5 miles	\$200.00 per mile	<u>2,500</u>
Subtotal		\$ 11,400
<u>General</u>		
<u>Personnel</u> ^{2/}		
Park Ranger 2	\$25,417 per year	\$ 25,417
Park Maintenance Ranger	\$25,616 per year	25,616
Maintenance Worker	\$22,569 per year	22,569
Grounds Keeper	\$19,768 per year	19,768
Park Assistant ^{3/}	\$6.00 per hour	<u>5,570</u>
Subtotal		\$ 98,940
<u>Tools and Equipment</u>		
Tractor	NA	\$ 2,000
Tractor	\$3,700 per year	3,700
Trucks	\$1,500 per year	3,000
Water Tank ^{4/}	\$120.00 per week	<u>6,240</u>
Subtotal		\$113,880
Total Annual Costs		<u>\$136,560</u>

^{1/} Based on annual cost of \$720.00 per toilet, maximum 30 persons per toilet and 5 persons per site.

^{2/} Annual salaries for Step 7 including 32 percent for benefits including retirement, insurance, holidays, etc.

^{3/} Assume manned booth for all weekends and 12 holidays.

^{4/} Replenish 5,000 gallons per week.

Source: County Harbors, Beaches and Parks, General Services Administration and Personnel Departments; Williams-Kuebelbeck and Associates, Inc.

Table 3
 POTENTIAL REVENUE GENERATED
 BY INDIVIDUAL GREENBELT USES
 (in Thousands of Constant 1983 Dollars)

Parking Fees	29,200
Overnight Camping	4,080
Hotel	454,000
Equestrian	16,200 to 34,600
Winery	60,700
Farmers Market	30,000
Swap Meet	21,600
Golf Course	35,000
Restaurant	<u>73,500</u>
Total	724,200 to 742,680 ^{1/}

^{1/} Does not include conversion stand for which revenues would be minimal.

Source: Williams-Kuebelbeck & Associates, Inc.

2. Camping Fees - Overnight camping fees for individual hike-in sites assume 12 weeks at full capacity all of July and August and one-half of June and September. At \$5 per site less \$1.00 paid for parking, these revenues are \$2,800.00. Group sites, full all weekends from June through September, are \$20.00 per group of 20 for each of two group areas. The revenue from these sites would be \$1,280.00. Total camping revenues for peak months would be \$4,080.00.
3. Hotel - Table 4 details the sources of annual hotel receipts to which the percentage rent would be applied. A 350-room business hotel built prior to full build-out of Aliso Viejo would generate annual revenues in the \$6.7 million range. Additional revenues from food and beverage sales and other revenues from retail uses and phone charges, etc., would add \$3.6 million for a total revenue of \$10.3 million. Based on standard percent rents for hotels, these revenues would generate upwards of \$454,000 annually.
4. Equestrian - Revenues from a 100-horse boarding facility along El Toro Road would generate \$14,500 annually as shown in Table 5. If that facility were upgraded to a full equestrian center at another site, the resulting revenue, assuming a 250-horse facility would be \$34,614.
5. Winery/Vineyard - The winery operation as shown in Table 6. would, at 5 percent rent, generate annual revenues of \$60,665 once it had developed. However, due to the nature of this agriculturally based and time dependent operation, it would not be economically feasible for it to pay rent until year 7 of operation. In the first 4 years, costs of financing and running the operation exceed revenues. In the following two years, though there is a net revenue stream, it is less than the rent required for those years' gross revenues.

Table 4
 POTENTIAL REVENUE FROM HOTEL LAND LEASE
 ALISO GREENBELT
 (in Thousands of Constant 1983 Dollars)

<u>Room Revenue</u>		
Rooms		350
Occupancy	x	75%
Daily Rate	x	\$70.00
	x	<u>365</u>
Annual Room Revenues		\$ 6,706,875
Food and Beverage Revenues ^{1/}		\$ 3,095,481
<u>Other Revenues^{2/}</u>		<u>\$ 515,913</u>
Total Revenues		<u>\$10,318,269</u>
<u>County Revenues</u>		
Rooms @ 5%	\$	335,343
Food and Beverage @ 3%		92,864
<u>Other @ 5%</u>		<u>25,795</u>
Total County Revenues	\$	454,002

^{1/} Assumed to be 30 percent of total revenues.

^{2/} Assumed to be 5 percent of total revenues.

Source: Williams-Kuebelbeck and Associates, Inc.

Table 5
 POTENTIAL REVENUE FROM EQUESTRIAN FACILITIES
 ALISO GREENBELT
 (in Thousands of Constant 1983 Dollars)

A. Boarding Facility

Boarding Revenues ^{1/}	\$139,260
Tack, Training, Lessons ^{2/}	20,889
Rental Horses ^{3/}	<u>81,900</u>
Total Revenues	\$242,049
Percentage Rent	6%
County Lease Revenue	\$ 14,523

B. Equestrian Center

Boarding Revenues ^{4/}	\$396,000
Other Revenues ^{5/}	99,000
Rental Horses	<u>81,900</u>
Total Revenues	\$576,900
Percentage Rent ^{6/}	6%
County Lease Revenues	\$ 34,614

^{1/} Assume 100 stalls capacity with 7 vacancies renting 45 box stalls per month at \$165.00 and 43 pipe stalls at \$110.00 per month.

^{2/} At 15 percent of board revenues.

^{3/} Assumes 15 rental horses at \$7.00 per week rented on average 15 hours per week.

^{4/} Assume 250 stalls; 150 box and 100 pipe with 10 vacancies each; rented for \$165.00 and \$110.00 respectively.

^{5/} At 25 percent of board revenues.

^{6/} Based on the location and new infrastructure required by the developer, this lease rate may be too high.

Source: Williams-Kuebelbeck and Associates, Inc.

Table 6
 POTENTIAL REVENUE FROM VINEYARD/WINERY LEASE
 ALISO GREENBELT
 (in Thousands of Constant 1983 Dollars)

<u>Year of Operation</u>	<u>Gross Revenues</u>	<u>Net Revenues</u>	<u>Rent @ 5% of Gross</u>
1-4	NA	Negative	NA
5	\$ 775,200	\$ 29,500	\$38,760 ^{1/}
6	1,100,300	36,400	55,000 ^{1/}
7	1,203,800	467,500	60,190
8	1,213,300	477,000	60,665
9 on	Stable Under Assumptions		

^{1/} Rent is greater than net operating revenue. There is no rent revenue stream until year 7 of winery operation.

Source: CIC Research; Williams-Kuebelbeck and Associates, Inc.

6. Farmer's Market - A 2,000 square foot produce and specialty market is estimated to yield about \$30,000 in revenues. This assumes the market could achieve sales comparable to the market in Irvine off the Santa Ana Freeway at Myford Road. With annual sales at \$250 per square foot, a 6 percent rent would yield \$30,000. However, the ultimate development in the vicinity of the market and the traffic volumes on Moulton Parkway will influence the performance of a Farmer's Market at Pecten Reef.
7. Swap Meet - A swap meet proposed for the 10-acre parcel adjacent to the greenbelt is proposed as an occasional revenue producing use. Due to the parcel size and proximity of the Orange County Fairground's weekly swap meet, this one would be smaller and operate less frequently. At a maximum, this use would generate \$21,600 if there were a two-day weekend swap meet twice a month. Revenues are based on HBPd receipts at 15 percent of fees. A 10-acre parcel with a minimum 500-car parking lot could accommodate 200 sellers and 2,000 visitors. With respective fees at \$10 and 50¢, daily receipts would be \$3,000.
8. Golf Course Extension - If the HBPd were to lease an additional nine holes to the Ben Brown Golf Course, a reasonable estimate of potential revenue would be \$35,000 per year. Average fees are currently \$7.00 per round. A small 18-hole Southern California golf course can be expected to generate 50,000 rounds of golf per year based on surveys of public and private golf courses in the region. If the HBPd rent were 20 percent of fees for the nine holes leased to the private operator, annual rent would be \$35,000.
9. Restaurant - If a market for a dinner restaurant were to develop to the north of the greenbelt, a dinner restaurant as discussed would generate about \$73,500. This assumes a 7,000 square foot restaurant that typically has sales performance at about \$175 per square foot. A 6 percent lease rate would be appropriate for this use.

VI. MARKET FEASIBILITY AND PHASING OF COMMERCIAL LAND USES

The ability to derive revenues from proposed commercial ground leases is a function of the attractiveness of the proposed use to the private sector developer. For any given use and location, the strength of the surrounding market will determine the willingness of a user to take a ground lease under existing standard lease terms.

At present, there is no primary market for any of the proposed commercial uses with the exception of the golf course expansion which has an existing market at Ben Brown's. Reliable forecasts of future market feasibility cannot be made beyond five years for an as yet undeveloped market area. The growth of a new market is dependent upon the magnitude and absorption of the new land uses in the Aliso Viejo community. This is the primary market for greenbelt commercial uses. Other local market areas are already served by similar uses and comprise the secondary market area for greenbelt commercial uses.

Because there is no existing market for the proposed uses, in terms of annual maintenance and operations, the greenbelt will be totally dependent on HBPD in its early years. Revenues from parking and camping fees are expected to reach a stabilized level by year 3 or 4 of operation. This projected \$33,280 in revenues would offset about 25 percent of identified annual maintenance and operation costs.

Timing for development of other revenue producing uses is contingent upon surrounding residential and commercial development, completion of the arterial road network and specifically the transportation corridor. The latter will provide regional access to the greenbelt and, more importantly, to the hotel and equestrian facility sites. The market feasibility for the larger commercial uses was discussed in the March 25, 1983 memorandum appended to this report. The results of this and market analysis for other uses are summarized below by strength of the respective markets.

A. Near Term Market Potential:

Golf Course - This land use has an existing market in that Ben Brown's Golf Course is an established course with a good location on Pacific Coast Highway. Surveys of private and public courses in Orange County indicates a strong demand for more golf facilities. Private clubs are full and public courses experience long waiting periods for weekend rounds. At Ben Brown's existing nine-hole course, reservations for weekend starting times should be made four days in advance.

Although this use enjoys strong current market demand, the potential to develop additional holes in conjunction with Ben Brown's is unlikely in the near term. The owners are not presently interested in expansion. Hence, development of nine holes in the greenbelt for ground lease will depend on changing future circumstances.

Equestrian Boarding and Rental Facility - The equestrian market is soft at present because equestrian demand is very sensitive to overall economic conditions and two new large equestrian centers are under construction in the market area. One is in Huntington Beach, the other in Irvine.

A survey of major boarding stables indicates that these facilities are generally located in older, fully developed cities. Monthly rates are fairly similar but vacancies range from 0 to 23 percent as shown in Table 7. The latter are impacted by the maintenance and operation of the stable, the trainers' reputation and the preferences of the local equestrian community at a given time.

Southern Orange County, particularly to the south of the greenbelt in the San Juan Capistrano area, has a preponderance of older, small, reasonably priced boarding stables. Many small stables are not included in Table 7; however, discussion with operators in the area reveals that there is currently an oversupply in

Table 7
CHARACTERISTICS OF SELECTED EQUESTRIAN FACILITIES
ORANGE COUNTY AND NEARBY
May-June 1983

Facilities that Provide Rental	Acres	Number of Rental Horses	Boarding Capacity	Type of Stalls		Board per Month		Vacancy ^{1/}	Lease Rate	Comments
				Box	Pipe	Box	Pipe			
Equestrian Center Corona del Mar	25	56	200	1		160	\$90	31%	20% State	Gives lesson, has trainer, sells back. Lost much business due to State involvement. 40% rental business due to location. High insurance. 30,000 riders per year.
Coal Canyon, Corona	12	30-40 week- end, 12 weekday	20-50					0	NA	In rental business. Always weekend waiting line. Buys and sells horses which helps rental sitting and income. Furnishes horses for large group outings. Low insurance due to past experience.
Riverside Equestrian Center, Riverside County	37	20						NA	11% gross-\$500 min. per month 50/acre/yr. for 35 acre County private	Mayrides @ \$3/person. Good business and exposure. New facility. Low insurance due to past experience.
Golden West, Corona	5,500 usable	35	16					3		Get about 100 riders/day with 2-3 hour waits. Can't depend on rental business only so do shows and buy and sell.
Live Oak Canyon, Trabuco Canyon		15	13		13		100	54	6% - private	Uses O'Neil Park trails. One trainer. Not fancy facility, most boarders adult.
Board Only Facilities										
Anaco Ranch Co., Anaheim	8	-	180	90	90	175	125-155	14	NA	Local shows. Instructors give lessons.
Anaheim Mills Saddle Club, Anaheim Hills	14.7	-	90			180	125-150	0	NA	Developed by Tetaco for residential area. Does stud, lessons and training. Has wait list.
Big B Stables, Santa Ana	7.5	-	185			160	100	8	? - private	Lessons and training available. Feel new County interest in equestrian facilities hurting existing ones.
Coto de Caza Equestrian Center	10	10	90			200 ^{1/}		15	NA	All rentals to club members and guests only. 3 trainers. Good show facilities.
Mission Viejo Equestrian Center	15	-	151	40	111	155	110-120	23	NA	Center has not done well. No trail access. Land designated for future development. Lessons and training available. Have arena.
Orange County Fair- grounds, Costa Mesa		-	250	275		175	125	11	NA - yields 2-4% return. State.	Has 7 trainers and local shows because not enough capacity to house overnight horses (need 300 stalls). Had wait list but varies alot.
Peacock Hill Equestrian Center, Fullerton	18	-	105	57	48	165	110	7	6%	
Rancho del Rio, Anaheim	10	-				160	110-150	2		Usually have wait list. 2 bull pens, 3 large arenas, local schooling, handicap club, county wide show draw. 2 trainers, tack shop.

(Continued...)

Table 7 (Continued)
CHARACTERISTICS OF SELECTED EQUESTRIAN FACILITIES
ORANGE COUNTY AND NEARBY
May-June 1981

Facilities that Provide Rental	Acres	Number of Rental Horses	Boarding Capacity		Type of Stalls		Board per Month		1/ July	Lease Rate	Comments
			Box	Pipe	Box	Pipe	Box	Pipe			
Rancho Sierra Vista, San Juan Capistrano	15	-	100	48	48	48	180	110	5% flat rent	(1) turner-out)	Has race horses. Wait list for cheaper stalls. Arena, track, bull pen. Permit for 296 horses in 5 years - adding mostly layout for race horses.
San Juan Creek, San Juan Capistrano	7	-	95		95		115-135	12	NA		Arena, bull pens, trail rides. For sale. Leaving area because too crowded and new facilities have hurt business.
El Pasqual Stables, South Pasadena	6	-	116	140	21	210	150	0	4% min. of \$1,250/mo.		There are 17 horses on wait list. New management improved operation but has never exceeded minimum rent which yields \$15,000 annually to City.
Serrano Creek, El Toro	7	-	120	26	94	165	110-125	0	6%		Showing. Rider certification program. 20 horses for lessons and groups.
Stoneridge, Laquea Beach	6	-	30	30		400 ^{2/}		0	0		Training and showing facility. Sell horses. Own improvements on leased land with rent about 6 percent 2nd 5 year lease. 10 horses in pasture.

1/ With few exceptions boarding facilities typically experience fluctuations in occupancy due to both seasonality and other causes. Only larger or more specialized facilities tend to have wait lists.

2/ Includes board and training.

Source: WSA surveys.

the market and an unwillingness to pay higher monthly rates typical of larger new facilities. This appears to be a different type of equestrian market, geared toward a non-show, western style rider, than that required to support a brand new facility emphasizing dressage and hunter jumper training and showing.

Once developed, the Aliso Viejo community may exhibit a strong demand for equestrian facilities. In the meantime, the market for a facility in the greenbelt will be comprised of Irvine and Newport Beach demand. Although some distance from these communities, the proposed greenbelt site does front on El Toro Road and is accessible via the San Diego Freeway.

A better located, large facility is in progress at Mason Regional Park in Irvine. This will satisfy current local demand and demand generated by recent closure of the Equestrian Center on the Irvine coast. Mason Park is closer to that facility and the equestrian population than is the greenbelt site. However, in the event that local equestrian demand continues to grow, a boarding and rental facility along El Toro Road may be feasible within the next three to five years. The Mason Park facility will board as many horses as the closed Equestrian Center had capacity for, thus, many of its boarders will be relocatees rather than new equestrians and additional future demand may exceed this facility's capacity.

In terms of the rental market, the business attracted to the coast was in large part a function of that center's location. Moved elsewhere, that operator projected his rental business would fall 40 percent. As shown in Table 7, there are no other stables with many rental horses in the area. Only Serrano Creek and Mason Park will provide future rental strings. The rental business is, for the most part, a low profit business and generally remains a small branch of operating a boarding facility. However, if an operator with a proven track record were willing to open

a large rental facility in the greenbelt, it could succeed as the County's only large rental facility if marketed well. Currently, much of the local rental demand must go to Riverside County facilities.

B. Strong Future Market Potential:

Hotel - As indicated in the appended memorandum, the hotel market is undergoing a large building phase at present. However, based on planned development of business parks in Aliso Viejo, that local market will be growing significantly in the future. The Pecten Reef site provides adequate access and proximity to the business parks to be a good hotel site. Hence, its long-term market potential is strong but will be impacted by hotel development planned by the Aliso Viejo Company.

Equestrian Center - In terms of market acceptance, an equestrian center needs a large established community to provide a significant portion of its business. A full equestrian center such as the one in Mason Park may have a strong market when the area surrounding the greenbelt is much more fully developed. Its major market would be the new local development and planned South County communities as they have no major show facilities. A site for the center would require good regional access so would best be located to enlarge the existing high activity area along El Toro Road and to provide a functional site shape. This would be possible if the adjacent site reserved for an elementary school were available or if land across the road in Sycamore Hills were available.

Restaurant - A site located off South Loop Road with a long view down the major canyon of the greenbelt should provide a good restaurant site. Like the hotel and equestrian center, the primary market for the restaurant will be the surrounding communities. It will be comprised of luncheon business from the business park and dinner business from there and the residential population. With good access and attractive ambience, it should be a successful commercial venture once its market has developed.

C. Possible Future Market:

Four additional commercial uses which have been proposed are unique uses which defy traditional market analysis. They are a swap meet, a farmer's market, a conference center and a winery/vineyard. Typically, they locate at very specialized sites that either meet their particular needs or provide a potential opportunity that more traditional users would not risk.

Because of the undeveloped nature of the vicinity of the greenbelt, these uses have no short-term potential. But in the long run, beyond five years, they may be buildable if the proper operator can be found. In these cases, it is not so much identifiable market support that results in their development or success but rather special entrepreneurial skills and creativity. Demand for small uses such as the swap meet and farmer's market is difficult to forecast. They are small, infrequently found commercial uses heavily dependent on the operators marketing, the quality of development and the type of resident in the primary market. For instance, market feasibility for retail food stores typically assesses the over/under supply of major grocery store space in an existing market to determine the potential for future development. A farmer's market is a small ancillary use whose demand and success is based on the presence of similar existing stores, the income of the area and the taste of those who live there.

A winery and conference center, on the other hand, have very specialized location criteria which the greenbelt does not satisfy. However, an entrepreneur may in fact be found who has a special reason to take advantage of a greenbelt location. A very specialized need such as a low key institutional retreat or a vehicle to uniquely market a certain wine may attract a user. It should be recognized that the development potential for these uses is not assured, but it may exist if the right user is found.

VII. COMPARISON OF COSTS AND REVENUES WITH THE ALISO GREENBELT MANAGEMENT PROGRAM

The current development plan for the greenbelt (AGDP) is significantly different from that proposed in the AGMP in 1979. The AGDP involves fewer acres, no additional land acquisition and less recreational development than the prior plan. Also, it does not project a market for revenue producing uses in the first few years of development nor does it consider most commercial uses to be assured of market acceptance within a predictable time frame. As such, the project will need to be financed by available public funds.

The AGMP is a more intensive and specific plan with greater cost detail. For comparative purposes, those costs included in both plans are listed in Table 8 as well as the potential HBPD revenues at build-out. For both costs and revenues, this analysis of the AGDP projects lower figures than the AGMP, inflated to current 1983 dollars.

Development costs of the AGDP are lower because there are no restrooms or infrastructure and trail development costs have not risen nearly as rapidly as inflation between 1978 and 1983. Per unit maintenance costs based on discussion with EMA park operations and design personnel are lower than those used in the AGMP and inflated to current dollars, hence annual maintenance costs are lower. The revenue projected at build-out is also significantly lower for the AGDP because very high revenue producers such as timeshare and a resort hotel are not considered to be feasible in the greenbelt. The current plan

Table 8
COMPARISON OF COSTS AND TOTAL REVENUES
FROM AGMP AND AGDP

(in Thousands of 1983 Dollars)^{1/}

	AGMP (Sanger)	AGDP (WK&A)
<u>Capital Costs</u> ^{2/}		
Trails	\$504.1	\$302.0
Day and Group Camp	252.0	24.5
Picnic Area	15.3	41.9
Ranger Residence	<u>64.2</u>	<u>72.0</u>
Total	\$835.6	\$440.4
<u>Maintenance Costs</u> ^{3/}		
Day and Group Camp	\$ 21.4	\$ 0.3
Picnic Areas	4.6	0.8
Bike and Equestrian Trails	51.9	11.4
Personnel	<u>93.2</u>	<u>98.9</u>
Total	\$171.1	\$111.4
<u>Revenues</u> ^{4/}		
Gross Annual Revenues at	\$827,900 -	\$724,200 -
Full Development	\$1,032,600	\$742,680

^{1/} Inflated by consumer price index equal to 192.8 in 1978 and 294.5 in July, 1983.

^{2/} From Table 8, Aliso Greenbelt Management Program.

^{3/} From Table 10, Aliso Greenbelt Management Program.

^{4/} From Table 13, Aliso Greenbelt Management Program.

Source: Aliso Greenbelt Management Program prepared by John M. Sanger Associates, Inc.; Williams-Kuebelbeck & Associates, Inc.

considers many more potential small commercial uses but does not predict that all or even most of them will ultimately be developed. Revenues of \$742,680 per year could accrue if all were developed; however, it should be recognized that it is unlikely that all eight uses may actually occur in the greenbelt.

VIII. HBPD FUNDING CAPACITY

Interest in providing revenue producing commercial land uses in the greenbelt arose in 1978 in response to the recent passage of Proposition 13 and its unknown impact on municipal revenues and funding capabilities. The impacts on district revenues are now understood and subsequent policies and funding requirements have been implemented to assure funds for capital and annual operation of existing and proposed projects will be provided within the foreseeable future. For HBPD this is manifested in both the Five-Year Capital and O&M Programs and Board policy requiring a minimum fund balance of \$12 million in the ACO reserve fund to continually generate interest for capital improvements approximating \$1 million annually.

Although the ultimate future of any municipal funding sources is unknown due to unforeseeable economic and political circumstances, the aforementioned HBPD policies ensure five years of funding ability for existing and proposed projects in the event any major changes in funding ability occur. Acceptance and development of the Aliso Greenbelt are currently accounted for in the Five-Year Capital Projects Program. Hence, timely acceptance of the greenbelt should not impose major unforeseen financial burdens on the HBPD.

The Five-Year Program has earmarked a total of \$2,025,000 for the greenbelt between now and fiscal year 1987-1988. Though the actual costs earmarked and those incurred to initially prepare the AGDP are not completely comparable, the funds allocated should be sufficient to enable HBPD to construct trails, develop campsites and provide for park management.

It appears that, upon acceptance, development of the AGDP can commence given existing grants and allotted funds. Construction funding totalling \$1,100,000 allocated for fiscal year 1984-1985 is sufficient to develop the plan as discussed herein. The excess \$400,000 above projected development costs would allow for planting and some fuel modification. Additional funds the following year should be earmarked for as yet unidentified costs and cost overruns.

Acquisition of additional land is not necessary to implement the AGDP; however, funds earmarked for acquisition of land or right of way on the Brown property should be banked for future acquisition. The right of way to the ocean is important to greenbelt access, and a future opportunity to enlarge the golf course is desirable.

One area of future fiscal obligation is participation in the Aliso Viejo Run-Off Management Plan. This should be monitored closely in respect to its impact on financial feasibility of the AGDP and to ensure HBPD participation in all negotiations.

Discussions with HBPD indicate that there are no short term funding problems resulting from acceptance and development of the greenbelt. Although near term revenues are not likely to offset annual costs to a great extent, this is not a requirement for acceptance. Annual maintenance and operation should not exceed that of comparable parks, and the greenbelt is only one of many proposed and in progress capital improvement projects. Again, costs for the greenbelt are included in the Five-Year Program. In the current fiscal year, greenbelt allocations are one-half of one percent of HBPD new project funds. In the next two fiscal years, the allocation of greenbelt construction and acquisition funds is only 13 percent of total capital project funds.

Potential long term funding problems hinge primarily upon future political decisions, not upon whether the County accepts the Aliso Viejo dedication offer. The greenbelt is only one of a multitude of annual operational obligations. Decisions at the State level concerning the perpetuation of special district augmentation funds

and at the County level concerning distribution of those funds have the greatest impact on HBPD budget and its ability to maintain service levels.

At present the HBPD has the fiscal capacity to pursue its capital improvement program. Continuation of augmentation funding and its availability to HBPD ensure the District's ability to continue its planned programs. In the event that future funding gets cut drastically, the ACO reserve funds can provide operating and maintenance funds for the HBPD in the short term while long term policy solutions are formulated. The Five-Year Plan enables us to look ahead and the \$12.0 million requirement reserves maintenance funds if so needed. In the long term, the question is not one of financial ability but of how to deal with cutbacks. If funding is seriously cut, the greenbelt will be dealt with by the HBPD in a manner similar to all regional facilities. The actual policy decisions, which may involve increased user fees or reductions in recreational uses, must be determined at that time, if it occurs.

APPENDIX



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MEMORANDUM

March 25, 1983

WK&A No. 1920

TO: Susan Lamoureux

FROM: Robert J. Gardner/Marguerite Woelfel

SUBJECT: MARKET FEASIBILITY OF TOURIST COMMERCIAL USES
PROPOSED FOR ALISO GREENBELT

Preliminary findings concerning the market feasibility of: 1) a conference center/resort hotel; 2) time-share or rental villas; and 3) two restaurants are addressed in this memorandum report. The findings are based on the uses as proposed in the 1979 Aliso Greenbelt Management Plan by John M. Sanger (henceforth the Sanger report) and technical Appendix H. Where the uses proposed are not deemed to be feasible from a market standpoint, changes are proposed which would make them competitive uses in their local and/or regional context.

The basic findings are outlined below and an explanation is attached.

Conference Center/Resort Hotel

As described in the Sanger report, this use would not enjoy market success for the following reasons:

- The proposal is a hybrid of two distinct types of lodging facilities. A priority must be given to one type which will define the predominant design and marketing objectives of the facility.
- As a resort hotel, the site is at a competitive disadvantage with seven proposed oceanfront-oriented resort hotels.
- As a conference facility, it does not offer the woodsy, solitary atmosphere of a retreat nor the extensive proximate recreational facilities and high tech meeting aids of the newer executive conference facilities.
- A conference facility also faces direct competition from the Coto de Caza Conference Center and the proposed oceanfront Salt Creek Conference Center.

MEMO to Susan Lamoureux
March 25, 1983
Page 3

- A dinner restaurant should be provided in the business oriented hotel in the upper greenbelt.

For the above discussed tourist commercial uses, two major points must be noted. First, for any commercial use to be viable it must have direct vehicular access and a relationship to the surrounding Aliso Viejo community. Secondly, the feasibility of these uses is dependent upon development of Aliso Viejo and hence directly related to the phasing and market absorption of the proposed development. As such, the revenue generated by tourist commercial uses will not be available in the early years of greenbelt acceptance.

RJG/MW:st
Attachment

cc: Grace Secketa

107

I. Feasibility of Conference Center/Resort Hotel

A. Definitions

Within the industry, there are three types of conference centers which can be defined as follows:^{1/}

- Executive Conference Centers are developed to satisfy the requirements of specialized meetings consisting of upper level management planning and education/training seminars for the corporations and associations that emphasize the quality rather than the price of accommodations.
- Corporate-owned Conference Centers are conference center facilities primarily for in-house use though sometimes they are made available on a limited basis to outside users. Facilities are professionally staffed and supplied with sophisticated meeting aids. Their size varies with the corporation's need for meeting and lodging rooms.
- Colleges/Universities with Conference Facilities are developed by and associated with a major educational institution. Meetings are held primarily by associations, both technically oriented and academic/university related. These groups typically are more price sensitive than either the commercial, corporate or resort target markets. The facilities range from specially designed conference-style accommodations to dormitory rooms, and usually are staffed by the college or university.

Additionally there are two other hotel types which can market to and accommodate conferences. They are: 1) the resort hotel which provides meeting facilities to increase occupancy in condominium management programs and in dining and recreation amenities during non-peak season; and 2) the business oriented hotel catering to transient and group business requiring proximity to the local employment base or to urban activities. Both facilities provide meeting aids not as sophisticated as conference centers but which meet requirements of meeting planners.

B. Conference Center

Review of the Sanger proposal (Appendix H) indicates that it is a hybrid of the executive conference center and the resort hotel. Discussion with operators of both reveal that a hybrid is very difficult to operate successfully due to: 1) different design and sizing parameters; 2) intrusion of tourists in a retreat, working environment; 3) different staffing requirements; 4) different priorities of the customers; and 5) need to fully market two distinct patronage markets.

^{1/} The Executive Conference Center: A Statistical and Financial Profile, Laventhol and Horwath, 1981.

An additional problem with the proposal as presented concerns the lack of direct vehicular access to the site. Direct access is a necessary feature for any facility with the possible exception of a small (50 room) retreat. In this particular location, however, a problem arises due to the need to leave vehicles for extended periods of time in well used staging areas adjacent to a city of potentially more than 50,000 people. Distance from major airports is another access problem prohibiting national or regional corporate use as indicated by resort/conference operators in Newport Beach who are at least an hour from LAX.

Discussions with consultants, developers and operators of executive conference centers indicate that this is not a prime site for an independently owned conference facility. Though a corporate or non-profit entity would be a more likely candidate, there is not an active market for these centers and a national search would need to be conducted to find a developer.

C. Resort or Business Hotel

Two types of hotel facility options remain for consideration. The first is the resort hotel (which would also provide meeting facilities). To determine the competitiveness of a luxury class resort and conference hotel, the following criteria which are common to the most successful, nationally recognized facilities were identified:

1. Isolation or a sense of exclusivity; a special environment created by the resort which helps to make it unique and which sets it apart from its competition.
2. A special natural condition inherent in the locale which lends drama to the resort, e.g., a beachfront or an exquisite desert environment.
3. Accessibility; the resort should be within one or two hours from a major airport.
4. Weather; the climate must be agreeable much of the year, lending itself to an abundance of recreational activity.
5. Excellent facilities; the resort facilities themselves should reflect the first criterion to enhance the theme of uniqueness and exclusivity.

To a large extent criteria 3 and 4 are met: the location could be accessible and the micro climate is on par with most resorts, though shading is lacking. Criteria 1 is partially satisfied by the surrounding open space; however, the presence of riders, hikers, bicycles, etc., particularly on peak season weekends reduces the sense of exclusivity. Criteria 2 represents a localized special condition - hilly open space. For Southern California, the major natural tourist/vacationer draw is the ocean. Criteria 5 may be attainable but at significant detriment

to the very nature of the greenbelt. A top resort hotel should have an adjacent golf course, tennis facility, swimming pool(s), excellent dining and health facilities.

An inventory of major proposed hotels in South Orange County is attached in Table 1. Eight of these are resort facilities located on the oceanfront or on Pacific Coast Highway with a variety of amenities provided. Seven of them providing 2,850 rooms are quite likely to be built. These include four on the Irvine Coast and two at Salt Creek of which two are conference centers, and one at Lantern Bay in Dana Point. Additionally, the as yet undefined J.D. Lusk site is within walking distance from the ocean. Given the particular site disadvantages and the proposed competition, it is recommended that a resort hotel not be considered for the greenbelt.

The business oriented hotel not previously considered for the greenbelt is the one that would be successful from a marketing point of view. To succeed, this requires moving the site from the interior of the greenbelt to its periphery so it can capture a large portion of its customer base from non-greenbelt patrons. Minimal hotel room demand will be generated by the greenbelt visitors because of their irregular visitation patterns and the tendency of overnight visitors to choose lower priced accommodations or camping.

The development of Aliso Viejo is comparable to the Irvine experience and includes 840 acres of commercial and business park development. The existing facilities serving the Irvine/Newport Beach area businesses are listed in Table 2. Three additional proposed hotels, the Marriott, Meridian and at least one on the coast, are planned to serve this business market. The total supply by 1984 will be 8 hotels or 2,896 rooms.

Within Aliso Viejo, the business park alone should be able to support 400 hotel rooms at a 75 percent occupancy requirement. More detailed information concerning the non-residential uses in this and surrounding communities is required to determine the total supportable hotel space, but this is the source of support for a greenbelt hotel.

Again, as access and proximity to the employment base are hotel success factors, the best location for the proposed facility would be in the upper greenbelt, directly south of the San Joaquin Hills Transportation Corridor. This would provide proximity to the urban center, freeway visibility and access, and an open space setting. A less preferable alternative location may be one with direct access off South Loop Road.

In terms of the revenue contribution of the hotel to greenbelt maintenance, it should be realized that the market for commercial uses depends upon development of Aliso Viejo. As such, market entry and subsequent revenues will not be available immediately or in the initial years of greenbelt acceptance. The market

potential is directly linked to the phasing and ultimate market absorption of uses proposed for Aliso Viejo.

II. Feasibility of Villas - Rental or Time-Share

A. Rental Units

No comparable rental projects have been found to exist and, because their use and therefore revenue stream is erratic, they are not recommended for the greenbelt. The market for rental units exists as a permanent residence option in an urban area or as a vacation accommodation at a resort destination. In the latter case, they are generally individually owned condominiums available for rent in a larger commercial rental pool.

B. Time-Share

The market for time-share units to date has been directly linked to a major active recreation/vacation destination. The following projects are typical examples:

Channel Island Shores - Oxnard, CA - Boating
Ski & Surf - South Lake Tahoe, CA - Skiing
Palm Desert Country Club Inn - Palm Desert, CA - Desert Vacation
Sunbird Lodge - Vail, CO - Skiing
Sweetwater Bearlake - Garden City, UT - Fishing
Swallowtail - Hilton Head Island, SC - Vacation Resort

Interviews with developers of time-share in San Diego, Orange and Ventura Counties indicate that though they are not a major national vacation destination such as Hawaii, Florida, Lake Tahoe or Hilton Head Island, they are selling to a smaller regional market looking for local vacations or the ability to "swap" on a time-share network.

Table 3 lists the existing and proposed time-share projects in Orange County. There are currently three, two of which are on the coast and are sold out. Four new time-share projects and one conversion have been proposed of which only four seem certain. Based upon past absorption rates, and assuming the San Clemente Inn has actually experienced sales as reported, this reflects an average monthly absorption of 96 weekly intervals. To sell the remaining and proposed intervals would take 27 years based on this trend.

Although the magnitude of the Treasure Island time-shares lengthens this absorption period, it must be noted that this project offers high amenity beachfront units which would be more competitive than greenbelt time-shares. However, in the event time-share in Orange County is not as viable as presently envisioned, this project is also set up to operate as a hotel.

As evident above, the time-share market in Orange County will be very competitive in the future. Some additional site specific observations as they relate to time-share development are discussed below and illustrate that time-share in the greenbelt is not viable from a market and economic perspective.

1. Time-share projects need to offer a major natural attraction like the ocean and/or to create a luxurious environment in terms of amenities. The average time-share buyer is purchasing a week of a lifestyle he could not otherwise afford. Available greenbelt sites cannot compete with oceanfront-oriented projects and the capital cost of creating the high amenity project is prohibitive for 30 units and for this terrain.
2. Most time-share in this area and the Palm Springs area is fee simple. Right-to-use "ownership" would be necessitated in the greenbelt by virtue of the ground lease to the County. The two drawbacks of right-to-use as opposed to fee simple ownership are that: 1) fee simple is preferred by purchasers; and 2) right-to-use commands a lower purchase price.
3. Time-share projects have extremely high marketing costs which typically range from 40 to 45 percent of sales revenues. Though it is possible to experience lower costs, they are likely to be at this industry norm for the proposed project. If the lease rate (or percentage) were based on gross sales revenues the project would not be viable for a developer; if it were based on net revenues, the revenues to the County would be 40-45 percent less than previously envisioned.
4. Proceeds from time-share sales are not realized for 5 to 7 years unless the developer discounts the sale or borrows against notes receivable. As such, time-share would not produce immediate or long-term proceeds and the developer would have no funding source for annual lease payments.
5. Discussion with local time-share developers indicated that they would not be interested in this project.
6. Lastly, time-share is a relatively new phenomena with no track record. Whether it remains a viable development form in the future is yet to be seen. On a project specific basis, the major factor in keeping a good project viable is its maintenance and management. However, if in the long-term time-share does not work out as a viable vacation investment, the County may have to consider a change of use for the project which may be incompatible with greenbelt goals and approvals.

III. Feasibility of Restaurants

Three sources of market support for restaurant uses in the greenbelt will be: 1) local area residents and employees; 2) the greenbelt visitors; and 3) passing traffic generated by the San Joaquin Hills Transportation Corridor. A full service restaurant, as suggested based on seating capacity and revenue projections employed in the Sanger analysis, cannot survive on greenbelt visitor demand alone. As such, any full service restaurant will require direct vehicular access and visibility.

The restaurant at the proposed winery site has potential as a mid-range, theme restaurant. If located properly with good access from South Loop Road, it should offer good window seat views of the canyon in daylight (lunchtime) hours. Patio eating should be a feature of the facility attracting both greenbelt visitors and local area patrons. Patronage would be business related lunches during the week, greenbelt related visitors on weekends, and local residents and business clients in the evenings. Because the restaurant will not have views after dark, a suggested theme to attract a dinner business would be centered around the winery and would provide an extensive wine selection.

The proposed El Toro Road restaurant is not considered a good site. It will not be very accessible to the majority of greenbelt users. It is removed from any distinct market area. The existing market for restaurants is concentrated in the commercial area around the El Toro Road/San Diego Freeway intersection. This site is currently isolated from any activity generator, an essential ingredient to commercial success. Its source of support would be traffic on El Toro Road which is limited to persons traveling between Laguna Hills and Laguna Beach. The site does not have the potential to draw support for a unique, specialized restaurant from the 5 to 10 mile site radius. With the ultimate build-out of the corridor, a facility like a Coco's might be appropriate, but without the other services offered at freeway interchanges, it would not be competitive.

A second restaurant, in addition to the winery site, would be provided in the proposed business hotel. Typically, this hotel would have about 300 rooms, a coffee shop type eating place and a dinner restaurant. Located in the upper greenbelt at the Alicia Parkway/San Joaquin Hills Transportation Corridor, the hotel restaurant should do a good hotel and business dinner trade.

Table 1
PROPOSED SOUTH COAST RESORT/CONFERENCE HOTEL FACILITIES
ORANGE COUNTY

Facility/Developer	Location	Number of Rooms	Orientation	Facilities					Development Time Frame	Comments	
				Ball Room	Rest./ Lounge	Pool/ Jacuzzi	Tennis Courts	Golf Course			
<u>Orange</u>											
Marrionett/Star	Von Karman, Irvine	503	Business	1	2	2R	P/3/Spa	4	Open July 1983	Expect 70 percent group business. Primarily corporate business.	
Newport Beach Meridian Hotel/ Poli Company	MacArthur Blvd., Newport Beach	440	Business and Tourist	1	3-4	2R/1L	P/Spa	Yes	Fall 1984	A world class hotel with high end orientation. Business patronage unknown. Operator has European marketing base. Geared to upper management and corporate groups.	
Irvine Coast/Irvine Company	Pacific Coast Highway	1,750	Tourist	Unknown at present					1985-1992	Four hotels at two sites totalling 110 acres. All tourist oriented but one will provide a conference center and one will be world class. Will provide usual hotel amenities and facilities but depend on ocean and high quality for major draw.	
<u>Laguna Niguel</u>											
Salt Creek Inn/Johnson Properties	Pacific Coast Highway	400	Resort, tour- ist primarily	1-12,000 to 14,000 SF		2R/1L	P	4	Open May 1984	Proposed luxury resort hotel on coastal bluff with 18-hole golf course across PCH, 2 restaurants, small- scale business and meeting room facilities. All necessary coastal development permits have been issued. Property recently purchased from AVCO Community Developers. Anticipated to be a high-end resort-oriented facility within limited business conference trade during the winter months.	
Salt Creek Conference Center/AVCO	Pacific Coast Highway	200-300	Business; Conference	35,000 to 40,000 SF		2R7	P/Spa	8-15	Yes	Unknown	Proposed conference center in con- ceptual stages only would be full conference center. Would link with coastal bluff hotel and share facilities. Once approved may be sold.

(Continued....)

Table 1 (Continued)
PROPOSED SOUTH COAST RESORT/CONFERENCE HOTEL FACILITIES
ORANGE COUNTY

Facility/Developer	Location	Number of Rooms	Orientation	Facilities				Development Time Frame	Comments
				Ball Mtg. Room	Rest./ Lounge	Pool/ Jacuzzi	Tennis Courts		
San Juan Capistrano El Parador/Amran	Salt Creek Road/1-5	200	Business	1	6	2R	-	Unknown	Conceptual approved by Planning Commission Nov. 1982. 2 year construction time frame. Resort/convention facility with limited retail use but capacity for 1,200 to 1,500 persons. May be owner occupied. Possible 100 room future addition.
Delta Point Lantern Bay/Smyth Bros.	Del Obispo St.	100	Business/ Tourist					Unknown but site ready to be developed	Coastal Commission permit granted; off-sites, utilities, grading complete. Excellent ocean views. Some operator interest but no commitments. May be leasehold or fee simple. Planned with business facilities but has tourist orientation.
Dana Point Headlands/ Chandler-Sherman	Pacific Coast Highway	200	Resort/ Conference					1986?	Original plans for a hotel may be changing. Potential site development undefined at present.
San Clemente Area Talega Valley/Rancho Mission Viejo	Talega Valley Area	200						About 1992	Preliminary concept plant at this stage subject to local market conditions. To include a tourist-oriented hotel facility with hotel/restaurant/visitor-serving recreation activities in conjunction with an 18-hole championship golf course.

(Continued....)

Table 1 (Continued)
PROPOSED SOUTH COAST RESORT/CONFERENCE HOTEL FACILITIES
ORANGE COUNTY

Facility/Developer Sur. Clemente Area (Cont'd.)	Location	Number of Rooms	Orientation	Facilities				Development Time Frame	Comments
				Ball Room	Mtg. Rooms	Rest./ Lounge	Pool/ Jacuzzi	Tennis Courts	
J.D. Lusk and Son	El Camano Real/ Avenida Pico	250-300	Business	1	Yes				Long range preliminary concept plan - eventual development in 1986-87 contingent upon approval of Specific Plan for larger project.
Hamada Inn	Avenida Pico/I-5	110	Transient Highway	Yes	1			1983-84	Proposed concept would include a business-oriented facility with banquet room and meeting space. Although the coastal bluff site offers ocean views, seasonal beach use across El Camano Real by business people does not present a true amenity. Proposed Laguna Miguel (golf) and Dana Point (marine/restaurants) hotel developments offer substantially greater development opportunities.
Aerian Corp.	De Estrella/I-5	150	Transient Highway	Yes				Unknown	Highway-oriented facility to be owned/operated as a Ramada Inn franchise. Construction to begin Spring 1981 when ground dries out.
Estrella Golf Course	Golf Course/I-5	200	Transient Highway	Yes				?	All approvals received. Awaiting annexation of site portion in County jurisdiction. Transient visitor facility includes combined restaurant/coffee shop and 15,000 square feet of retail space.
									Preliminary concept plan at this time contingent upon the initiation of engineering and economic feasibility studies. Property owners are currently exploring several alternatives for future development of the privately-owned golf course which has been closed by floods since 1980. The conceptual hotel facility would include a 200-room highway-oriented facility to be operated by a major hotel chain. Potential banquet meeting space could be supplemented by integrating the existing clubhouse into the hotel and utilizing the existing condominium units as detached cottages.

(Continued....)

Table 1 (Continued)
PROPOSED SOUTH COAST RESORT/CONFERENCE HOTEL FACILITIES
ORANGE COUNTY

<u>Facility/Developer</u>	<u>Location</u>	<u>Number of Rooms</u>	<u>Orientation</u>	<u>Ball Mtg. Room</u>	<u>Rest./ Lounge</u>	<u>Pool/ Jacuzzi</u>	<u>Tennis Courts</u>	<u>Golf Course</u>	<u>Development Time Frame</u>	<u>Comments</u>
<u>Foothill Area</u>										
Plano Trabuco/Rancho Mission Viejo	Plano Trabuco Planned Community	350	Business						About 1992	Preliminary concept plan at present. More refinement of actual hotel orientation and facilities will not be determined until closer to opening date.

Source: Williams-Futzelmeck & Associates, Inc.

Table 2
INVENTORY OF MAJOR SOUTH COAST HOTELS
ORANGE COUNTY

Resort/Conference Hotels	# Rooms	Opened	Room Rates (Group)		Customer Origin		Business Customer		Occupancy		Facilities					
			Single (85)	Double (99)	Tourist	Business	Group	Transient	Annual	Summer	Mtg. Rooms	Exec. Conf.	Rest-/ Lounge	Pool/ Jacuzzi	Tennis Court	Club Access
Westin - South Coast Plaza, Costa Mesa	403	1975	\$90-\$105 (85)	\$105-\$120 (99)	30%	70%	60%	40%	80%	88%	12	5	2R	P	4	-
Marriott - Newport Center, Newport Beach	377	1975	\$91-\$101 (110-20% Less)	\$101-\$120 (110-20% Less)	40	60	60	40	85	-	13	14	2R	P/Spa	10	Yes
Newporter Inn - Jamboree Blvd., Newport Beach	313	1962	\$80-\$110 (80)	\$100-\$105 (90)	50	50	30	70	85	89	13	-	3R/1L	2P	16	Yes
Sheraton-Newport-MacArthur Blvd., Newport Beach	349	1975	\$85-\$96	\$95-\$106	-	-	30	70	75	-	10	-	3R/1L	P	2	-
The Registry - MacArthur Blvd., Newport Beach	296	1977	\$100 (15-20% Less)	\$110	30	70	30	70	80	82	9	-	2R/1L	P/J	2	-
Airputter Inn - MacArthur Blvd., Newport Beach	215	1970	\$65	\$73	10	90	-	100	85	-	8	-	2R/1L	P/Spa	-	-
Surf and Sand - Pacific Coast Highway, Laguna Beach	150	1970	\$90-\$100	\$105-\$120 (Suite)	70	30	65	35	85	100	2	4	2R/2L	P	-	-
Conference Facility																
Coto de Casa Conference Center - Trabuco Canyon (Condos)	110	1974	\$105 ^{1/}	\$166 ^{2/}	2/	2/	100	-	60	-	-	7 ^{1/}	2R/1L	P/Spa	17	Yes

^{1/} Rates include 3 meals, but meeting room use is billed daily.

^{2/} This facility has four distinct markets for which a breakdown was unavailable.

Source: Williams-Kuebelbeck & Associates, Inc.

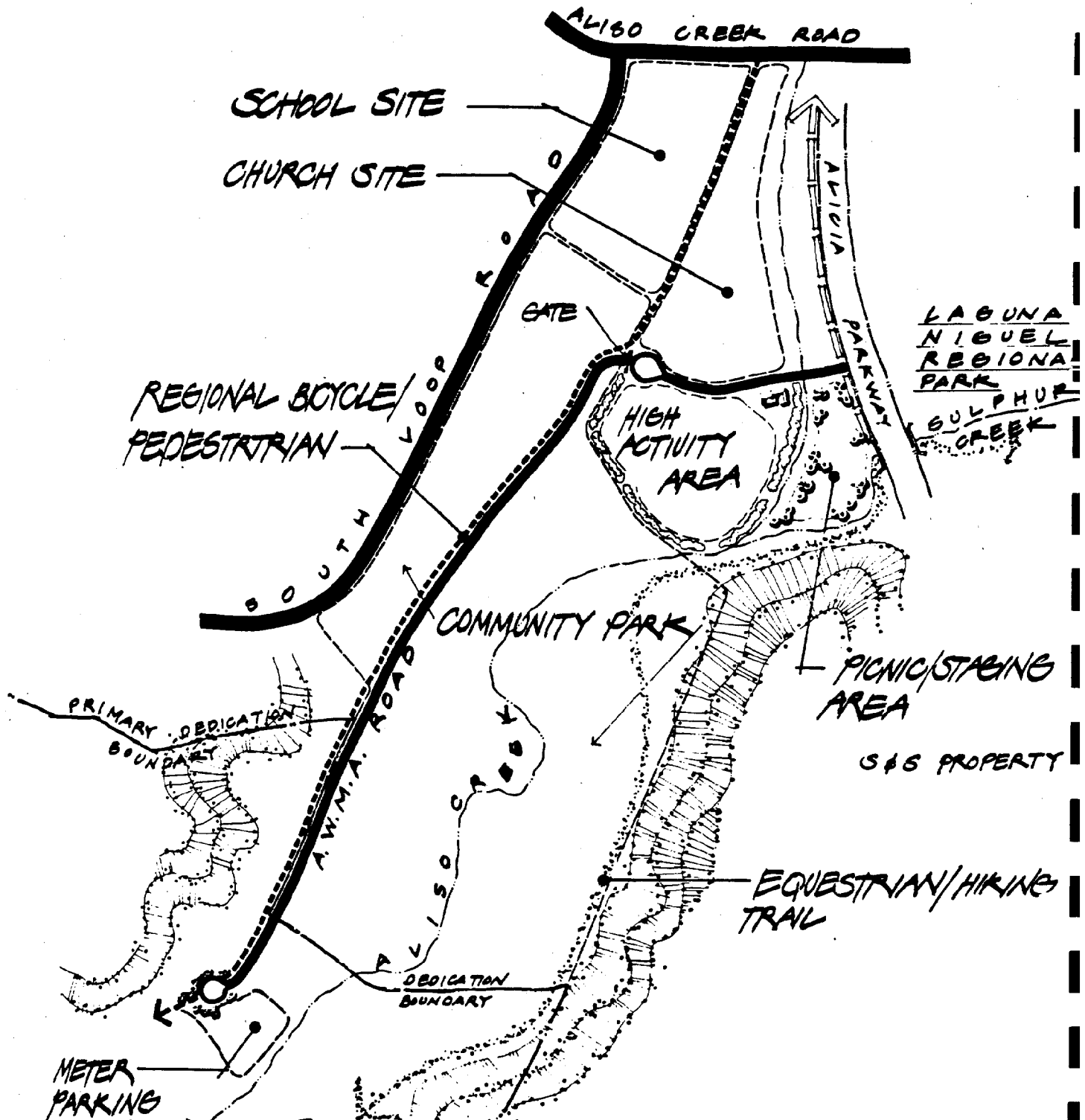
Table 3
EXISTING AND PROPOSED TIME-SHARE PROJECTS
ORANGE COUNTY

Project Name/Location	No. of Units	No. of Intervals	Opening Date	No. Sold	Average Monthly Sales	Project Type	Conveyance Method	Amenities	Rental Program	Time-Share Method
<u>Existing</u>										
Laguna Shores - Pacific Coast Highway, Laguna Beach	34	1,700 (Sold Out)	8/79	1,700	142	Hotel	Fee Simple		No	RCI
San Clemente Inn - Avenida Esplanadian, San Clemente	96	4,800	9/80	2,160 ^{1/}	45	Hotel	Fee Simple	Pool(1); Tennis(2); Jacuzzi; Restaurant; Lounge.	Yes	RCI
Pacificia, San Clemente I - El Camino Real, San Clemente	5	250 (Sold Out)	2/82	250	19	Condo	Fee Simple	Jacuzzi in each unit.	Yes	RCI
<u>Proposed</u>										
Capistrano Country Bay Inn - Capistrano Beach	13	650	(Application filed 7/81 - No Progress)			Motel				
Capistrano Surfside Inn - Pacific Coast Highway, Capistrano Beach	37	1,887	Late 1983.			New	Fee Simple	Exercise and game room, sauna, pedestrian bridge to beach.	Yes	RCI
No Name - Pacific Coast Highway, Capistrano Beach	75	3,750	After above project.			New	Fee Simple	In planning stages but likely to be similar to Surfside Inn. Same developer, nearly adjacent sites.		
No Name - Pacific Coast Highway & Pulisades, Capistrano Beach	22	1,100-1,122	1984			New	Fee Simple	Across street from ocean.		
Treasure Island - Pacific Coast Highway, Laguna Beach	440	22,000 (Minimum 2 Weeks)	Unknown.			New	Unknown	Amphitheatre; 2 restaurants; pool; large lobby.	Operates partially like a hotel.	

^{1/} Sales were reported as approximately 45 percent of all intervals; however, they may be lower.

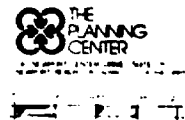
Source: Williams-Kuebelbeck & Associates, Inc.

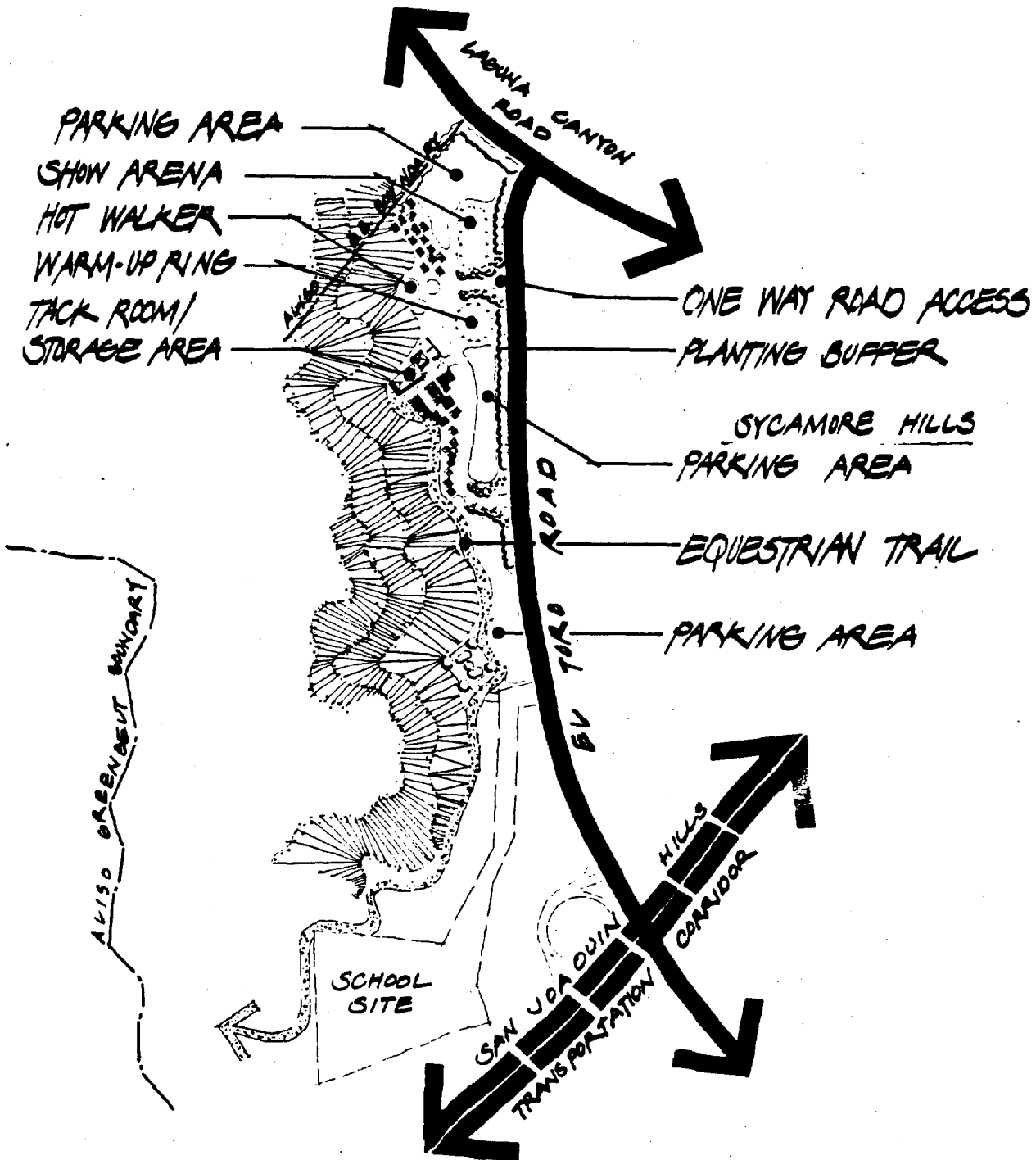
APPENDIX C
GATEWAY CONCEPTS



ALISO GATEWAY Aliso Greenbelt

DEVELOPMENT / OPERATIONS PLAN • COUNTY OF ORANGE

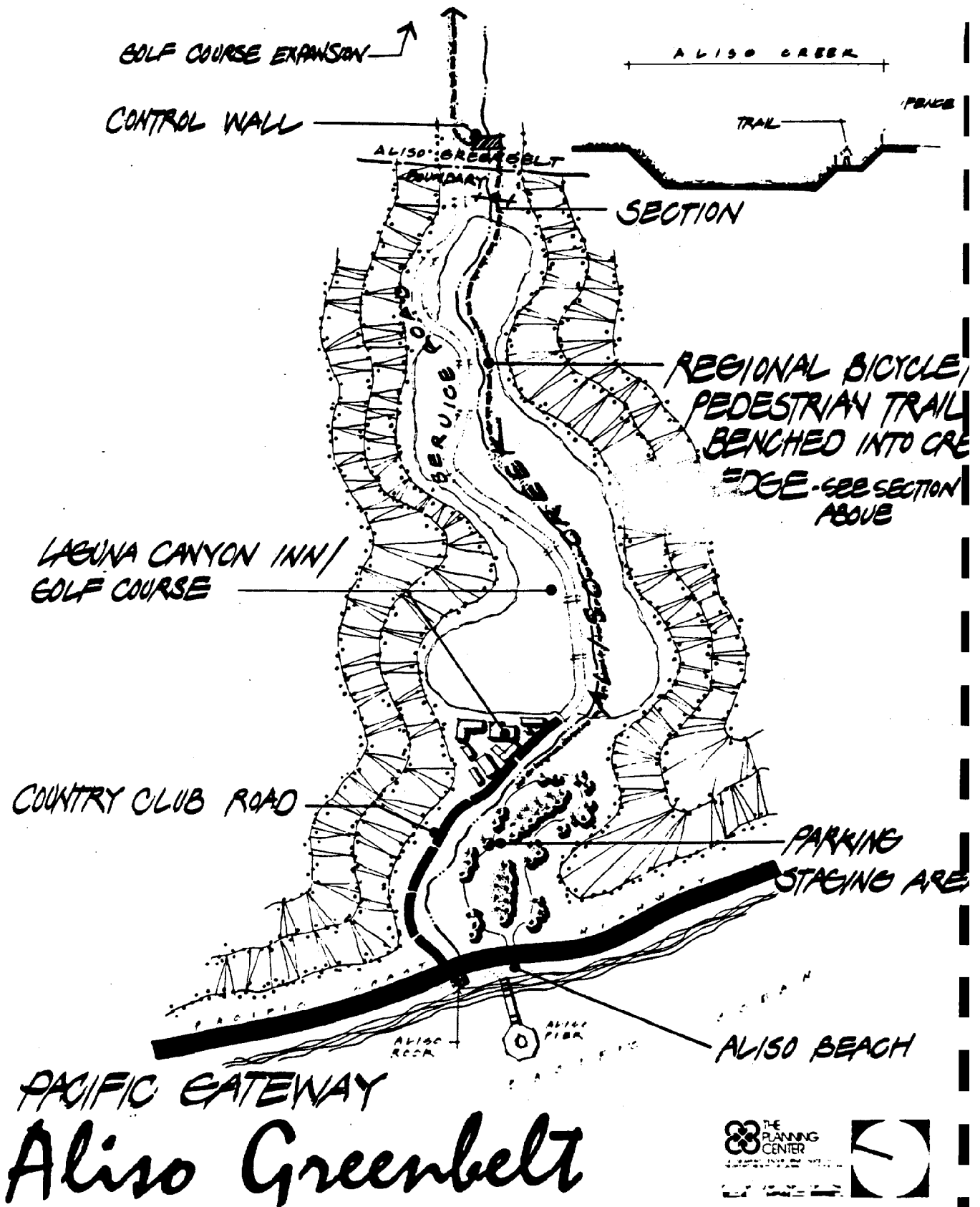




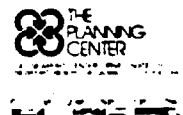
EL TORO GATEWAY Aliso Greenbelt

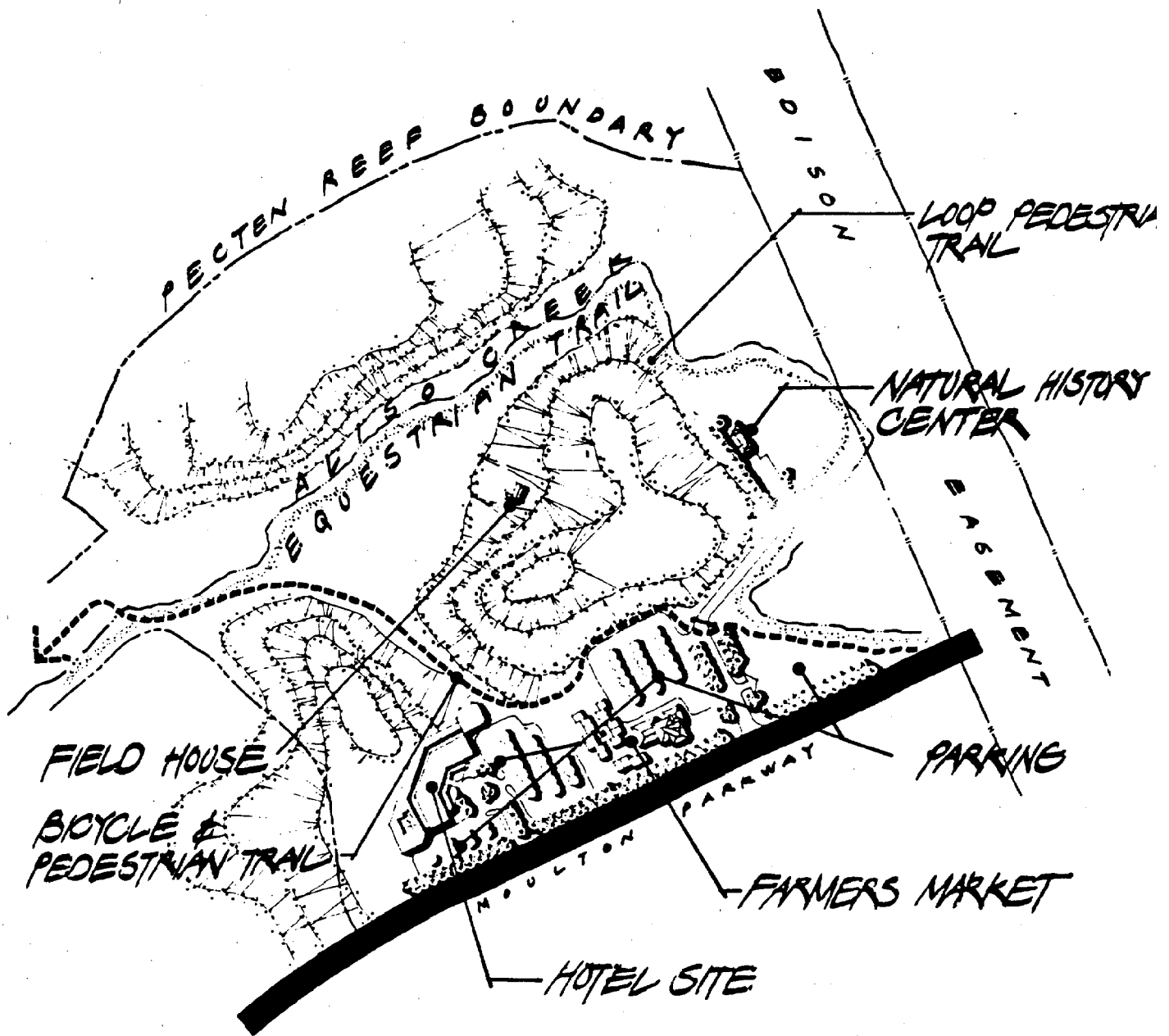


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PECTEN GATEWAY CONCEPT
Aliso Greenbelt



DEVELOPMENT / OPERATIONS PLAN • COUNTY OF ORANGE

APPENDIX D
SHORELINE TRANSIT ANALYSIS

INTRODUCTION

The intent of this analysis is to bring the Shoreline Transit Program, originally conceived in the Aliso Greenbelt Management Program and included as a key component of the Aliso Viejo Segment LCP, closer to implementation.

POLICIES

The original policy framework for the Shoreline Transit Program is the California Coastal Act of 1976. The Act was interpreted and implemented in the Aliso Greenbelt Management Program and further implemented in Coastal Commission certification of the Aliso Viejo Segment LCP.

Coastal Act

The Coastal Act policy basis for this program is found in portions of Section 30168g:

..."Notwithstanding the provisions of this subdivision, the Commission may limit, or reasonably condition, the use of the transit corridor in Aliso Creek Valley to transit uses, uses approved by the Commission that will serve the Aliso Greenbelt Project prepared by the State Coastal Conservancy, the provision of access to and from the sewage treatment works in Aliso Creek Valley, emergency uses, and drainage and flood control systems and facilities and other services approved pursuant to this subdivision"...

Section 30212.5

"Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area."

Section 30252

"The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities, within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation,

(5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development."

Aliso Greenbelt Management Program and Aliso Viejo Segment
LCP

These programs include a number of joint goals upon which the access and trails systems were based, as follows:

1. Access to and mobility within the greenbelt shall be provided at a level consistent with protection of natural resources in order to enhance enjoyment and use of the natural environment and recreational opportunities.
2. Multiple recreational travel opportunities shall be provided, including walking and hiking, bicycling, horseback riding and recreational transit service. Walking and hiking shall be emphasized in habitat areas, with other modes adapted to specific uses and activities.
3. Vehicular access shall be restricted to the minimum necessary for essential support of proposed greenbelt use and management requirements. Private vehicular access shall be prohibited into areas designed for public open space for recreation and habitat (except for farm purposes).
4. Adequate parking shall be provided at selected points of access to serve visitors to the greenbelt and its uses and to make possible non-automotive modes of movement through the greenbelt.
5. Paved surfaces required for access and trail routes shall be located and designed to minimize modification of natural conditions, with emphasis on park-standard, permeable roads.
6. Selected points of access or staging areas shall be identified as gateways or major access points at locations suitable for high intensity use and entry. Other access points shall be based on the acceptability of specific levels of human use.

7. Public transit should be provided through the Aliso Creek corridor to the coast for enhanced access to the coast and beach and for enhanced access to the green-belt from coastal communities.
8. Maintenance and emergency access requirements shall be met by use of the access and trail network.

SYSTEM PARAMETERS

These parameters have been established initially through the Management Program and have been finalized through certification of the Aliso Viejo Segment LCP.

The Shoreline Transit system, in general, is a transit route connecting Aliso Beach-Pacific Coast Highway and the interior of the Aliso Viejo Planned Community at Alicia Parkway.

Purpose

The purpose of the system is to:

1. provide access to active facilities in Aliso Canyon
2. provide trail access
3. provide access to coastal communities and the beach
4. provide access from coastal communities and Coast Highway to the greenbelt.

Route and Right-of-Way

The system will run between two staging areas, one near the greenbelt entry near Aliso Creek Road and Alicia Parkway and one sharing the Aliso Beach parking lot inland of Pacific Coast Highway. The right-of-way is to be routed on the west side of Aliso Creek, on the edge of the valley floor, along the golf course to the existing parking lot at Ben Brown's then on Country Club Drive. Two optional destinations at that end would be the staging area or Pacific Coast Highway.

The right-of-way will be 24 feet wide with a 20 foot paved section. The road would be used for mixed flow of bicyclists and pedestrians.

System

Full size bus service has been selected as the long term system particularly for peak times as it offers the flexibility of providing thorough-service for regional demands to the coast.

In the interim, and on weekdays, minibus (18 passenger) is recommended in combination with open air buses similar to those used by the Laguna Beach Municipal Transit System.

Construction

The route will be largely constructed by Aliso Viejo Company (on Aliso Viejo Company property). The remainder of the route must be constructed and financed by a public agency once necessary easements have been acquired.

Use Restrictions

The route will be restricted to use by bicycles, pedestrians, transit, emergency and service vehicles. A control system will be used to restrict access through cards or radio control devices.

Operation

Long-term operating responsibility is proposed to be assumed by the Orange County Transit District (OCTD). In the short term, OCTD or Laguna Beach Municipal Transit could operate the system.

Usage

Demand for the system is expected to reach 3600 weekend and 900 weekday trips not including trips which originate or terminate within the Greenbelt in 1995. Demand prior to 1995 is uncertain.

ORANGE COUNTY TRANSIT DISTRICT

The Orange County Transit District (OCTD) has been interviewed as they play a big role in implementation of the System.

Operation

The District's position is that they will not be involved in the System. As an aside, it should be noted that as OCTD is a separate entity, they cannot be compelled to provide this transit service. The basis for the District's position are numerous:

1. Normal OCTD buses cannot operate within a 20' or 24' paved section. The District does not have access to a type of transit vehicle which could operate in that road width.

2. State law requires that 20% of overall OCTD revenues come from the fare box. OCTD Board policy is that 20% of revenues from each line come from the fare box, thus eliminating totally subsidized lines. This line would not meet that policy.
3. OCTD Board policy is that the District function as a regional carrier rather than a community fixed route service. The District has declined requests from other communities that have requested intra-City or community service (Irvine-Huntington Beach and others), this line could not be construed as a regional line.
4. OCTD's labor and other costs are fixed and would result in the most expensive service available. Further, OCTD is precluded by union contracts from using non union student or temporary labor.
5. The District is now using their total funding and have no funds available for expansion.
6. OCTD will not accept or administer coastal access funds because of the difficulty in administering funds earmarked for a particular use. Further the 20% fare box requirement means that the coastal access funds would have to be disbursed as passenger passes.

Technical Analysis

Upon evaluating the Management Program's technical assumptions, OCTD offered the following comments:

1. Standard buses cannot be accommodated within a 20' or 24' road. Vans and trams would work with one-way traffic and no pedestrians or bicycles from a width standpoint but the small curve radii on the road may not accommodate multiple cars on the tram.
2. With a demand of 3600 one-way trips, a 15 minute headway, as described in the Management Plan, is not adequate. With the peaking characteristics of a recreational system, the peak weekend demand from 5 to 5 pm could be as high as 800 to 1200 people necessitating 16-24 bus round trips per hour.

Recommendations

OCTD recommends that private carrier be used on a contract basis. This approach has been used by the County for their shuttle to remote parking lots at the John Wayne Airport. A private operator could use student labor but

would still be licensed by the PUC for safety and liability insurance. In support of this concept, the private contractor would be under the direct supervision of the County rather than through the OCTD organization.

Finally, OCTD offers the following assistance in plan implementation:

- They will analyze the costs and financial feasibility of alternative transit scenarios.
- They will assist in evaluating and selecting a qualified private carrier.

SYSTEM OPTIONS

Numerous transit systems have been evaluated for application to this region including mini car-tram, dial-a-ride, fixed route/route deviation minibus, fixed route bus, LRT, aerial tramway, electric train, and large bus service. An analysis of a number of these systems is included by reference from the Aliso Viejo Public Transportation Study prepared by the Jack G. Raub Company.

In addition, some research has been conducted into the "Mini Bus" as used at various southland theme parks such as Disneyland, Universal Studios and Knott's Berry Farm. This system is also used for the summer tram at Yosemite. In each case, the Mini bus system is owned and operated by the park rather than a contract private carrier. Mini Buses are built by a subsidiary of MCA which has since liquidated the company. Universal Studios is recycling to new trams built by the New Ventures Division of Winnebago.

The trams are 8' wide and each link is 25' long with central seating for 34 (no luggage). A maximum of four links can be attached for an overall width of 97'. The trams can accommodate sharp turns and steep grades and are gasoline powered. They can operate in a standard 12' lane plus shoulder but are not legal for use on City streets.

RECOMMENDATIONS

1. The mixed flow characteristics of the system may represent a safety and liability conflict particularly in a peak usage situation. Alternative striping solutions should be analyzed to accommodate bicycles. Also an evaluation of the opportunity for an unpaved pedestrian trail should be conducted.

2. Consideration should be given to paving the full 24' width so as to accommodate bicycles (as noted above) and a standard transit mini bus vehicle width. A 24' paving section in combination with occasional turnouts will avoid tram to tram conflicts during peak usage times.
3. Use of full size buses would appear to conflict with a need to minimize greenbelt disruption as they would require a larger roadway section. We recommend a careful analysis of the mini bus technology. There is an opportunity to purchase used tour tram buses as the theme parks recycle to the new Winnebago bus.
4. The County should focus upon a private carrier approach to simplify greenbelt operation but should not rule out a park operated tram system.
5. Analyses of transit system usage should be refined to address that period prior to Aliso Viejo buildout.
6. Vehicular "trespassing" should be discouraged thorough site design features as well as fixed control devices.

APPENDIX E
PROPERTY SUMMARY

ALISO GREENBELT PROPERTY SUMMARY

In addition to the primary and secondary Aliso Viejo Company dedication areas, other adjacent properties are slated for various forms of acquisition.

A number of these acquisitions were identified in four priority categories in the AGREP. Others were discussed but not assigned a priority. Some areas (primarily additional Aliso Viejo Company properties) were proposed for acquisition in the AGREP, but are not now recommended, owing to high land cost and limited additional value to the greenbelt. These are identified in parentheses in the following table. For ease of comparison, properties are listed in the same priority groupings as in the AGREP, but the priority rankings are not supported by this study.

Acreages shown are approximate and are mainly of value to indicate the relative size of various acquisition possibilities.

Methods include 1) purchase; 2) dedication of either fee title or easement as a condition of development approval; or 3) trade for other property.

Finally, these supplementary acquisitions have implications for both short and long term implementation actions. The following table summarizes key aspects of the supplementary parcels.

SUMMARY TABLE

<u>PARCEL</u>	<u>AGREP PRIORITY</u>	<u>ACRES</u>	<u>TYPE</u>	<u>METHOD</u>	<u>REMARKS</u>
YMCA	1	2	Fee	Trade	Easement would be acceptable.
S and S	1	30	Easement	Dedication	23 Acres acquired; easement on additional 67-1/2 acres needs to be modified.
Brown	1	--	Easement	Trade/ Purchase	Requires extensive negotiations; refined concept.
Aliso Viejo (Sheep Hills)	1	(22)	Fee	Dedication/ Purchase	Not high priority; partial acquisition a possibility.
De Witt	2	125	Fee	Dedication	From ridge line easterly; trail access critical.
Marcroft (Carma- Sandling)	2	400	Fee	Dedication	Being considered for possible Laguna Beach annexation. Requires pre-annexation agreement.
Aliso Viejo	2	78	Fee	(Purchase)	Not recommended.
Aliso Rock	3	1/5	Fee	Purchase	Desirable but not crucial. Can be delayed.
Verdugo	3	2-1/2	Fee	(Purchase)	Not recommended. If owner ever demonstrates interest, a gift or trade should be considered.
Aliso Viejo	4	600	Fee	(Purchase)	Not recommended.
De Witt (Laguna Canyon)	4	60	Fee	(Purchase)	Not recommended. Dedication of some of slope assumed, but does not add to greenbelt functionally.
Laguna Canyon Properties	4	125	Fee	(Purchase)	Same as above.
AVCO Slopes	---	---	Fee	Dedication	In process.
Laguna Sur	---	128	Easement	Dedication	Accomplished.
Mahboubi Fardi/ Esslinger	---	244	Fee	Dedication	Committed.
Top-of-the- World Properties	---	15	Fee/ Easement	Dedication	Partially accomplished.

APPENDIX F
GROWTH/REVENUE USE RELATIONSHIPS

GROWTH/REVENUE USE RELATIONSHIPS

Each proposed Aliso Greenbelt revenue producing use is dependent to some degree upon further development of the surrounding region. While a particular level of growth does not automatically trigger a viable market for these uses, it can at least signal the need to reassess market feasibility to determine if the time is right to seriously pursue possible lease opportunities.

Two scales of growth are depicted: 1) Regional Statistical Area (RSA) and 2) Community Analysis Area (CAA).

All growth forecasts are derived from the Orange County Preferred Population Forecast (OCP-III) and Southern California Association of Governments (SCAG) Growth Forecast Policy (SCAG-82).

Aliso Greenbelt is located in the South Coast Regional Statistical Area (SCAG RSA 40; Orange County Statistical Area "D"). This area extends from the central Irvine Coast to the County boundary below San Clemente and inland generally to the San Diego Freeway (further inland in the San Juan Capistrano - Capistrano Beach - San Clemente area). This area is expected to almost double in population between the years 1980 and 2000.

Aliso Greenbelt is located in and surrounded by five Community Analysis Areas:

- 61 - Laguna Beach
- 62 - Laguna Hills
- 63 - Moulton
- 64 - Laguna Niguel
- 65 - South Laguna

In the aggregate, these CAA's are expected to almost double between the years 1980 and 1995. Laguna Beach and South Laguna CAA's are slated to remain virtually stable during that period, with a moderate amount of growth (23% increase) in Laguna Hills. The greatest growth increase is attributed to Laguna Niguel (132%) and Moulton (743%). Most of the Moulton CAA growth is accounted for by the new Aliso Viejo community, to which the Aliso Greenbelt is so closely related.

It is important to note that the recession which has prevailed since these forecasts were adopted has resulted in a considerable lag behind anticipated growth curves. The extent of adjustment required will be part of the process in preparing OCP-IV. For purposes of this report, the link between levels of growth and revenue use establishment is so approximate that currently adopted forecasts

will suffice. Those forecasts are summarized on the following table:

ALISO GREENBELT RELATED GROWTH FORECASTS

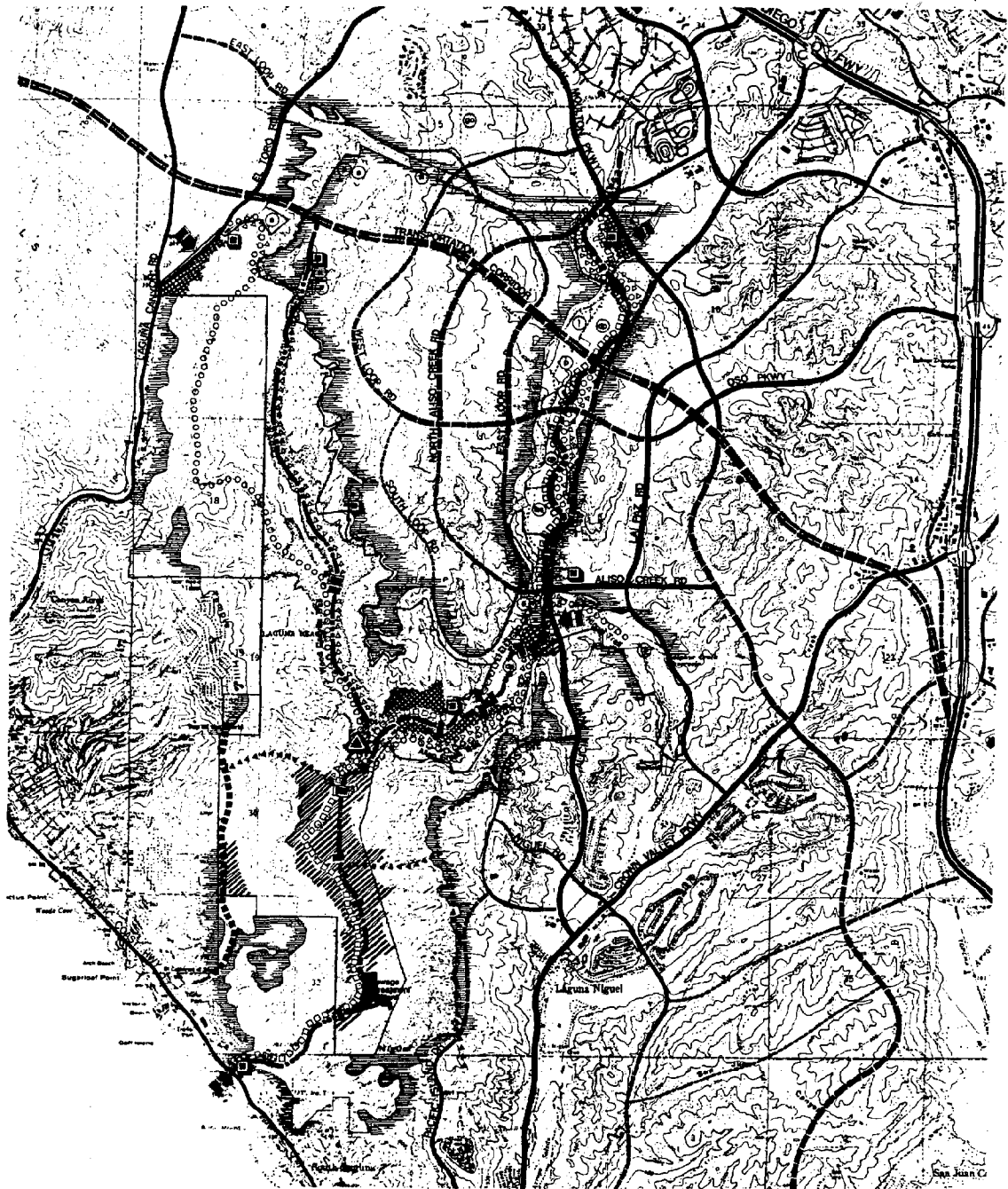
Area	1980	1985	1990	1995	2000
CAA-61 (Laguna Beach)	19,075	19,979	19,834	19,949	
CAA-62 (Laguna Hills)	31,605	37,619	38,878	38,764	
CAA-63 (Moulton)	5,646	19,038	31,825	47,612	
CAA-64 (Laguna Niguel)	17,458	24,481	31,134	40,554	
CAA-65 (South Laguna)	4,293	4,266	4,090	4,259	
CAA TOTALS	<u>78,077</u>	<u>105,383</u>	<u>125,761</u>	<u>151,138</u>	
RSA-40 (South Coast)	134,000	168,000	202,000	237,000	263,000

The following table indicates the estimated point at which revenue producing uses are estimated to be feasible and merit review.

ALISO GREENBELT FEASIBILITY TIMING

<u>YEAR</u>	<u>USES</u>
1985	Pay Parking (Aliso)
1990	Concession Stands; Conference Center; Equestrian Center; Hotel; Restaurant (Pecten)
1995	Farmer's Market; Swap Meet; Winery/Vineyard
2000	Golf Course; Restaurant (South Lood Road)

DEVELOPMENT CONCEPT PLAN



- HIGH ACTIVITY AREA
- MODERATE ACTIVITY AREA
- PASSIVE ACTIVITY AREA
- URBAN EDGE
- HABITAT MANAGEMENT

- GATEWAY
- ENTRY STATION
- PARKING/STAGING
- RANGER STATION/NATURE CENTER
- DROP STRUCTURE
- CONTROL WALL

- REGIONAL EQUESTRIAN TRAIL*
- REGIONAL BICYCLE/PEDESTRIAN TRAIL**
- BICYCLE/PEDESTRIAN EXTENSION*
- REGIONAL HIKING TRAIL*
- HIKING TRAIL EXTENSION*
- ALISO CREEK FLOW LINE

* Trail locations are approximate. See text for locational intent.

Aliso Greenbelt



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